DOCUMENT RESUME

ED 129 859 TM 005 619

AUTHOR	Polgar, Ellen
TITLE	The California High School Proficiency Exam.
PUB DATE	1 Jun 76
NOTE	129p.
EDRS PRICE	MF-$0.83 HC-$7.35 Plus Postage.
DESCRIPTORS	Academic Standards; Basic Skills; Community Colleges; Educational Legislation; Educational Opportunities; *Equivalency Tests; Financial Problems; *Graduation Requirements; High School Students; Mathematics; Norm Referenced Tests; Reading Skills; *Secondary Education; State Aid; State Legislation; *State Programs; Student Characteristics; Surveys; *Testing Programs
IDENTIFIERS	*California High School Proficiency Exam; General Educational Development Tests

ABSTRACT

The California High School Proficiency Exam (CHSPE) allows a 16-or-17 year old who passes it to leave school as early as age 16, with parental permission, earning the legal equivalent of a diploma. The exam focuses on basic reading and computing skills. In this study, a variety of findings are reported. School districts have a budgetary disincentive to be receptive to the CHSPE, because every student who exits early results in revenue losses to the district. A long-range budgetary effect of the CHSPE is to shorten the period of total schooling time and result in potential net savings to the state. Choices outside the high school may be limited for CHSPE certificate-holders. Those who pass the exam and stay in school can take more pleasurable courses, yet not worry about making up or taking more required courses. The survey that is included here was used to obtain a profile of the students who do take the exam. (Author/BW)

****
* Documents acquired by ERIC include many informal unpublished materials not available from other sources. ERIC makes every effort to obtain the best copy available. Nevertheless, items of marginal reproducibility are often encountered and this affects the quality of the microfiche and hardcopy reproductions ERIC makes available via the ERIC Document Reproduction Service (EDRS). EDRS is not responsible for the quality of the original document. Reproductions supplied by EDRS are the best that can be made from the original. *
****

ED129859

THE CALIFORNIA HIGH SCHOOL PROFICIENCY EXAM

"I'd pay ten dollars to get out of school!"

--unnamed interviewee

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

Ellen Polgar
June 1, 1976

The author conducted this study as part of her professional education in the Graduate School of Public Policy, University of California, Berkeley. This paper is submitted in partial fulfillment of the course requirements for the Master of Public Policy degree. The judgements and conclusions are solely those of the author, and are not necessarily endorsed by the School or by the agencies whose cooperation facilitated the study's completion.

TM005 619

Sept. 28, 1976

To the reader:

Your questions, comments, & suggestions are welcome.

Please be in touch —

Ellen Polgar (Tenenbaum as of 10-10-76)
4201 Cathedral Av., NW
Apt. 1210-E
Washington, D.C. 20016
202-966-8048

office:

Rm. 607
National Institute of Education (NIE)
1200 19th St., N.W.
Washington, D.C. 20208
202-254-5500

State of California

High School Certificate of Proficiency

This is to certify that

Ellen Polgar

has met the standards of proficiency established by the California State Department of Education for basic skills taught in public schools. As established by state law, this Certificate of Proficiency is awarded by the State Board of Education and shall be recognized for all purposes as the legal equivalent of a high school diploma.

Awarded this 1ST ***day of*** JUNE***, 197***6

President of the State Board of Education

Wilson Riles

Superintendent of Public Instruction

TABLE OF CONTENTS

Preface

Summary

A. Introduction 1
  Laws relating to the CHSPE 3
  The content and scoring of the CHSPE 5
  The GED compared with the CHSPE 7
  Initial CHSPE statewide findings 10

B. Legislative History 18

C. Revenue Implications of the CHSPE 29
  Within the context of California's school finance system 29
  "We don't want too much proficiency!" 41
  Timing of the student's leaving high school 44
  Illustration: The Effect of the CHSPE on Unified District "X" 48
  Community colleges and the state as a whole 51

D. The Student Survey 56
  Background 56
  Findings 60
  Omissions and limitations 76

E. Educational Implications of the CHSPE for the School 78

F. The Extent of Choice Open to the CHSPE Certificate-Holder 84
  For the college-oriented 84
  For those oriented toward full-time work 92

G. Conclusion 100

PREFACE

On December 21, 1972, Governor Ronald Reagan signed into law Senate Bill 1112. This bill, authored by Senator Arlen Gregorio, listed a number of methods by which persons 16 and 17 years old could be exempted from compulsory school attendance laws. The two major conditions established by this legislation were either attendance upon a Regional Occupational Center or Program, or satisfactory performance on a high school proficiency examination.

With respect to the latter, the State Department of Education (SDE) was charged by the 1972 legislation with

1. developing standards of competency in basic educational skills;
2. preparing means to verify the attainment of such competency; and
3. making such means available to school districts by 1975.

This legislation was then amended by Senate Bill 52 and signed by Governor Reagan on June 25, 1973. The amendment made technical changes and specified that a proficiency certificate would be the legal equivalent of a high school diploma. Further changes with Senate Bill 470 and Senate Bill 1243 in 1975 made technical revisions allowing persons possessing a high school diploma or its equivalent (proficiency certificate) to be admitted to a community college.

Pursuant to the legislative mandate, the State Department of Education developed the California High School Proficiency Examination (CHSPE), which has been administered twice to date— on December 20, 1975 and March 27, 1976.

The establishment of the CHSPE program opens a door for potentially dramatic changes in secondary education in California.

SUMMARY

The California High School Proficiency Exam (CHSPE), in its first school year of operation, allows a 16-or-17-year-old who passes it to leave school as early as age 16, with parental permission, earning the legal equivalent of a diploma. The exam focuses upon basic reading and computing skills.

The CHSPE attempts to respond to two situations:

1. A set of age-based compulsory school attendance laws whose validity is increasingly called into question for insufficiently-reasoned constriction of student choice;
2. A growing outcry that today's diploma fails to assure competency in the basic reading and computing skills.

Findings:

1. School districts have a budgetary disincentive to be receptive to the CHSPE, because every student who exits early results in revenue losses to the district. Consideration should be given to certain alterations in California's present school finance formulas which would remove the disincentive.

2. A long-run budgetary effect of the CHSPE is to shorten the period of total schooling time and result in potential net savings to the state.

3. A 45-student interview survey in Livermore reveals that students who take the exam tend
   a. to have relatively low grades
   b. to be absent often and relatively disaffected with school
   c. to want to start their own adult or married lives as soon as practicable
   d. to plan on entering community college, working full time, or balancing community college and work.

The high school may find itself preferring to invest as little in such individuals as they prefer to invest in the high school. The CHSPE, then, serves as a "gentlemen's escape valve" for both the school and the individual.

4. CHSPE certificate-holders who intend to work full time may be squeezed out of the labor market by those who are older, more experienced, or more highly credentialed.

From the educational standpoint, community colleges may not clamor for these young individuals, to the extent that they would swell community college remedial programs.

Therefore, choice outside the high school may be limited for CHSPE certificate-holders.

5. It is within the high school that choice may have its greatest potential as a result of the CHSPE. Those who take the exam, pass, and stay in school in order not to worry about making up or taking more required courses-- rather to take more pleasurable courses-- create an unexpected situation for the high school. A school desiring more diversity in its curriculum may welcome this form of student choice; the school can retain its revenues and also ensure that these students will receive the legal equivalent of the diploma.

INTRODUCTION

The intent of the founders of the CHSPE program-- Senator Arlen Gregorio (Dem.-San Mateo) et al-- was to furnish alternatives to high school students who already had acquired the basic educational skills necessary for adult life.

Starting with the first test administration on December 20, 1975, 16-and-17-year-olds enrolled in California high schools can take the CHSPE. Students who pass the examination and who procure parental permission are allowed to leave school, if they wish, before reaching the state mandatory school attendance age of 18. Upon passing the exam, they will receive a Certificate of Proficiency, the legal equivalent of a high school diploma.

The CHSPE attempts to respond to two situations: (1) a set of age-based compulsory school attendance laws whose validity is increasingly called into question for insufficiently-reasoned constriction of student choice, and (2) a growing outcry that today's diploma fails to assure competency in the basic reading and computing skills.

(1) The CHSPE removes the "compulsory" from compulsory school attendance laws relating to the last two years of high school. Students who pass the examination will find that their options include:

1. terminating their formal education and entering the job market;
2. leaving high school but continuing their education at a community college or possibly, depending on interpretation and implementation, at a private or public college or university or vocational school;

3. leaving high school with other intentions in mind;

4. remaining in high school--
    a. perhaps utilizing the Certificate of Proficiency to prove to employers or schools that a certain level of competency has been attained;
    b. perhaps simply to know they have the option to leave at any time before graduation;
    c. perhaps to take a more pleasurable set of classes without worrying about credit/course requirements for traditional graduation.

These choices will be analyzed more fully in the sections which follow the results of the student interview survey.

(2) The desire for assurance of competency comes in part from the business community. Ten years ago an employer had a degree of confidence that if a prospective candidate had a high school diploma, this guaranteed that the individual had certain skills. Such is not the case today. The mere possession of a diploma is no assurance that its bearer can read, write, or compute adequately. The proficiency exam is intended to enable students to demonstrate their competency in the basic skills. The test will not ensure that a student is proficient[1] or literate. It will certify at least a basic grasp of language and math skills. Thus, the CHSPE represents a first step toward providing the guarantee that employers are wanting. It is not only employers who seek this guarantee-- they are joined by officials of postsecondary institutions, parents, and taxpayers in general.

---

[1] According to Webster's New World Dictionary, "competency" denotes adequacy or sufficiency. "Proficiency" denotes expertise or a high level of competency. Proper use of these words suggests that the exam be called "The California High School Competency Examination."

Laws Relating to the CHSPE

The laws which govern the CHSPE are found primarily in the California Education Code, Sections 12601, 12603, 12605 and 25503. They are as follows:

Persons Exempted from Continuation Classes[2]
Section 12601.

There are exempted from compulsory attendance in continuation education classes as otherwise required by Sections 12551 and 12553, persons who:

(a) Have been graduated from a high school maintaining a four-year course above the eighth grade of an elementary school, or who have had an equal amount of education in a private school or by private tuition.

(b) Are in attendance upon a public or private full-time day school or satisfactory part-time classes maintained by other agencies.

(c) Are disqualified for attendance upon these classes because of their physical or mental condition, or because of personal services that must be rendered to their dependents.

(d) Are satisfactorily attending a regional occupational program or center as provided in Section 5952.

(e) Have successfully demonstrated proficiency equal to or greater than standards as established by the Department of Education pursuant to Section 12603 and have verified approval submitted by their parent or guardian.

(f) Are subject to Section 12551 but not Section 12553 and are in attendance upon classes for adults for not less than four clock hours per calendar week.

Certificate of Proficiency
Section 12603.

(a) Any person subject to compulsory continuation or exempt from it pursuant to subdivision (b), (c), (d), or (f) of Section 12601 may apply to have his proficiency in basic skills taught in public high schools verified according to criteria established by the Department of Education.

The State Board of Education shall award a "certificate of Proficiency" to pupils who demonstrate such proficiency. The certificate of proficiency shall be equivalent to a high school diploma, and the Department of Education shall keep a permanent record of the issuance of all such certificates.

---

2. Continuation education is available in all California school districts as an alternative to the regular high school. Students having difficulty in regular high school may go to continuation school. Continuation school features more individualized instruction, more flexible hours,

(b) The Department of Education shall develop standards of competency in basic skills taught in public high schools and shall prepare and supply to centers approved by the department means to verify such competency in order to measure eligibility for exemption from compulsory continuation attendance as provided in subdivision (e) of Section 12601.

(c) The Department of Education may charge a fee for each examination application in an amount sufficient to recover the costs of administering the requirements of this section; provided, however, that such fee shall not exceed $10 per examination application. All fees levied and collected pursuant to this section shall be deposited in the State Treasury for remittance to the current support appropriation of the Department of Education as reimbursement for costs of administering this section. Any reimbursements collected in excess of actual costs for administration of this section shall be transferred to the unappropriated surplus of the General Fund by order of theDepartment of Finance.

(d) The State Board of Education shall adopt such rules and regulations as are necessary for implementation of the provisions of this section.

Right to Re-enroll in District
Section 12605.

Any person 16 or 17 years of age exempt from compulsory continuation attendance laws by subdivision (e) of Section 12601 shall be permitted by the governing board of the school district from which the student came to re-enroll in the district, without prejudice, as if he had never taken advantage of subdivision (e) of Section 12601.

Admission to Community College
Section 25503.

The governing board of a community college district maintaining a two year community college shall admit to the community college any person possessing a high school diploma or the equivalent thereof.

Pending legislation, 1976

Senate Bill 1502, introduced by Gregorio on Jan. 28, 1976, would

(a) make the CHSPE available to persons aged 18 or older, or to any person who has been enrolled in 10th grade for one year or more, or who will complete one year in 10th grade during the semester in which the next exam will be given;

(b) require one exam to be given each semester and allow one to be given during summer or at other times for specified reasons;

(c) impose certain re-enrollment limits on students who have passed the CHSPE and left school.

The content and scoring of the CHSPE

The CHSPE is composed by SDE analysts and consultants. The Educational Testing Service (ETS) administers and scores the exam under a contract with the SDE.

The CHSPE is a norm-referenced exam-- one designed to yield scores that reliably indicate an individual's performance relative to that of others.[3] No particular score carries any meaning in itself; the score indicates the individual's performance relative to that of all CHSPE-takers. The exam is geared to the median second-semester high school senior. It is designed so that the lower half of this population, in terms of cognitive ability, is expected to fail the exam, while the upper half is expected to pass. The norm-referenced exam is a screening device to "let through" the median-or-above and to retain those below the median within the secondary school system. Choice provided by the CHSPE program, then, applies to the average-or-above student.

The CHSPE is not designed to measure aptitude for college work, but rather the grasp of basic, practical educational skills. Four hours in length, it contains 145 multiple choice and five essay or form completion items. A score of 75% correct is required to pass. The five non-multiple-choice questions are scored only in those cases in which the score earned from the multiple choice items is not high enough to pass, but high enough to pass if enough points are earned on the remaining five items.[4] Results sent to candidates indicate only "pass" or "fail." No score is reported.

---

[3] Information and readings related to norm referencing were provided by David White of the Childhood and Government Project, University of California, Berkeley, May 1976.

Items used on the CHSPE are obtained from several sources: National Assessment of Educational Progress, Adult Performance Level Study, SCORE, Wisconsin Test of Adult Basic Education, New York State Basic Competency Tests, local district-developed tests, and California State Assessment item pools.[5]

The sample items below illustrate the format and level of difficulty of actual CHSPE questions:

A lawyer charges $40 an hour. What would the lawyer charge for providing services 2 hours a day for 2 weeks, not counting weekends?

a. $400
b. $800
c. $1120
D. $1600

---

[4] The California Association of Teachers of English (CATE), protesting that not enough emphasis is given to writing ability on the CHSPE, is lobbying against SB 1502 unless the exam is modified. Richard Stiles, SDE consultant and chief writer of the exam, is considering ways of placing more stress upon writing. Richard Stiles, interview, May 18, 1976.
Kenneth Lane, CATE representative and secondary education instructor at the University of California, Berkeley, interview, May 20, 1976.

[5] Richard Stiles, "The High School Proficiency Exam," paper presented at Third Annual Conference and Exhibition on Measurement and Evaluation, Los Angeles, March 18, 1976.

If the government ordered a 15% reduction in deliveries of home heating oil, how much oil would a family get if they had been receiving 200 gallons a day?

a. 170
b. 185
c. 200
d. 230

A housewife will pay the lowest price per ounce for rice if she buys it at the store which offers

a. 12 oz. for 40¢
b. 14 oz. for 25¢
c. 1 pound, 12 oz. for 85¢
d. 2 pounds for 99¢

When buying insurance, a rule of thumb is that a family should invest about 5% of its annual income in life insurance. In addition, the total amount of life insurance should equal at least 4 times the family's annual income. If the Jones family has a combined annual income of $15,000, how much should they invest annually and for what amount of insurance coverage?

a. $750 for $60,000
b. $750 for $30,000
c. $500 for $60,000
d. $500 for $30,000

Which punctuation is needed in the following sentence?
Joe who is an old friend of mine has returned to our school.

a. Joe, who.... mine,
b. Joe; who.... mine,
c. mine, has
d. mine; has

In contrast to the CHSPE stands the General Educational Development (GED), performance-achievement type exam. The two are compared briefly here, for if SB 1502 passes, adults lacking a high school diploma may choose either the GED route or the CHSPE route for obtaining a diploma equivalent.

---

*The GED is also norm-referenced. The most recent study of the GED: Amiel T. Sharon, "The Non-High-School-Graduate Adult in College and his Success as Predicted by the GED," Educational Testing Service, 1972.

The high-school-level batteries of GED tests were introduced in 1942 by the Examination Staff of the United States Armed Forces Institute to help World War II veterans who had not graduated from high school to adjust to civilian life and resume their educational and vocational plans. The use of GED tests by veterans wishing to earn a high school equivalency certificate proved so highly successful that state departments of education and colleges in 1947 began extending their use to all adults aged 18 and older. The GED Certificate is offered in all states and recognized almost without exception by industry, government, other employers, colleges, and other organizations as the legal equivalent of a diploma.[6]

In California in 1974, 43,384 batteries of GED's were given; 32,627 were completed successfully. (Each battery represents one individual) Of the 43,384 tested, 9,061 were military personnel. The average age of GED-takers was 23½ years. 47% of those who took the battery were 19 years old or younger.[7] Unfortunately, no recent (since 1972) further analysis exists of the racial or socio-economic characteristics of GED-takers.[8]

---

[6] Interestingly, a growing number of states now permit high school students under 18 to take the GED for early exit from high school. These states are taking advantage of certain special provisions which allow states to administer the GED to those under the minimum age. These developments would be extremely useful to study in further detail. Harry Bigelow, GED administrator, SDE, telephone interview, April 8, 1976. Jerry Walker, GED administrator, American Council on Education, Washington, D.C., telephone interview, April 8, 1976.*

[7] Annual GED Statistical Report, 1975. American Council on Education.

[8] Bigelow and Walker interviews, April 8, 1976. Such statistics should begin to be gathered, for the issues of appropriate credentialing, compulsory school attendance, and minimum competency standards are likely to emerge as important policy issues during the next few years.

*Information in note 6 was first brought to my attention by Steven Berglass, Yale Law School student involved in its "Public Schools Project." This project analyses, among other things, state laws relating to compulsory school attendance.

The 10-hour GED battery consists of five tests, all of which must be passed in order to earn the certificate: English, Social Studies, Natural Sciences, Literature, and Mathematics. Unlike the CHSPE, the GED is a subject-matter examination. The emphasis in the GED tests is placed on intellectual ability rather than textbook-like content, and rather than practical skills such as those appearing on the CHSPE. The GED is intended to demonstrate competency in using generalizations, concepts, and ideas. It tests for the ability to comprehend exactly, evaluate critically, and think clearly about concepts.

According to Dr. Harley Sorensen, Director of Curriculum Services for the Alameda County Superintendent of Schools,[9] employers tend to advise adult job applicants lacking a high school diploma that _if_ they want a diploma they would be better off to earn a GED certificate rather than go to adult school for a regular diploma. This suggestion reflects their increasing distrust of the regular diploma as a guarantee of competency. The GED and the CHSPE are discussed in greater detail in the section dealing with employment opportunities (page 93).

The GED appears to be more demanding than the CHSPE. It is expected that if SB 1502 passes, many (of the approximately 40,000 noted above) who would ordinarily take the GED instead will sign up for the CHSPE. The extent to which this shift will occur will depend partly on (1) acceptability of the CHSPE relative to the GED on the part of employers;[10] (2) publicity and opinions given by the military;[11] and (3) policies toward the CHSPE issued by institutions of postsecondary education.[12] This shifting will provide an opportunity for useful further study. The problem amplified is the lack of consistency in requirements for a diploma: What should constitute successful completion of a high school education?

---

[9] Harley Sorensen, interview, February 24, 1976.

Initial statewide findings

With the results of the December 1975 and March 1976 exams now known, certain findings begin to emerge:

1. Fewer students than anticipated took the exam.
2. Substantially fewer than 50% passed it.

	December 1975	March 1976
Number eligible	roughly 670,000	slightly less than 670,000
Number taking the CHSPE	12,150	18,465
Number passing (percent of those who took CHSPE)	5,430 (45%)	5,976 (32%)[13]

---

[10] Discussed in the section dealing with employment (page 93).
[11] The Army issued a statement accepting the CHSPE "on the same basis" as the GED certificate. Memo from Wilson Riles, State Superintendent of Public Instruction, to County and District Superintendents, February 23, 1976.
[12] Discussed in the section entitled "For the Academically-Oriented," page .
[13] Analysis of the questionnaire which accompanied the March exam has not yet been done. A change in the characteristics of the CHSPE-taking population is speculated. More broadly, first-timers may be a "different breed" from subsequent participants, whether we are discussing the CHSPE or other experiences. This idea will be further discussed in the analysis of the Livermore student survey, which was based only on the first exam.

Table I on the following page shows the results of the December 1975 exam over the 15 Alameda County school districts containing high schools. Note the small percentages of eligibles that took the exam and the widely varying pass rates.

1. Fewer students than anticipated took the exam. There are a number of possible explanations for the small turnout:

A. Publicity was sparse and uneven. Literature was distributed to all high school principals for placement on bulletin boards and in school newspapers. Beyond this, it is unclear the extent to which teachers and administrators (1) knew about the exam; (2) offered information to students; (3) advised whether to take it. Livermore's two regular high schools (the site of my student interview survey) treated publicity in starkly differing manners. One school gave no publicity, apprehensive of large numbers of students taking the exam "irresponsibly"[14] and of resultant revenue losses. The other school announced the exam several times on the loud speaker and received twice as many CHSPE applicants, although the schools each contain approximately 2,000 students. While concerned about revenue losses should students leave early, the latter school took a more open attitude toward informing students of this option.

Teachers may not have encouraged taking the CHSPE, because for every successful candidate who leaves high school, state funds are lost to the district, and eventually local taxpayer revenues also will be lost. Teacher layoffs could result.[15]

---

[14] John Jellinghausen, counselor, Livermore High School, interview, March 15, 1976.

[15] The revenue effects of the CHSPE are discussed more fully in the section following the legislative history (page 41).

RESULTS OF THE FIRST CHSPE GIVEN DECEMBER 1975

Total enrollment 1975-76	Total secondary (gr. 9 - 12)	Eligible 16-and-17-year-olds[a]	As % of total enrollment	Number taking CHSPE	As % of all eligible	Number passing CHSPE[b]	As % of number taking CHSPE	As % of all eligible	As % of total enrollment
14588	4392	1845	12.6%	48	2.6%	22	44%	1.1%	.14%
31407	10686	4573	14.6	108	2.4	40	37	.9	.13
11712	4261	2005	17.1	58	2.9	22	38	1.1	.19
2234	721	344	15.4	5	1.4	3	60	.9	.13
6828	2748	1323	91.4	20	1.5	9	45	.7	.13
10782	3417	1467	13.6	28	1.9	14	50	1.0	.13
8576	2153	930	10.8	32	3.4	11	34	1.2	.13
2448	923	441	18.0	4	.9	2	50	.5	.08
582	220	102	17.5	2	2.0	1	50	1.0	.17
9167	2881	1206	13.2	26	2.2	7	27	.6	.08
4708	4708	2092	44.4	47	2.2	19	40	.9	.40
54286	15828	6848	12.6	34	.5	9	26	.1	.01
7955	2916	1337	16.8	16	1.2	8	50	.6	.10
12970	4066	1715	13.2	26	1.5	21	81	1.2	.16
22886	7426	3239	14.2	70	2.2	36	51	1.1	.16
201129	67346	29467	14.6%	524	1.8%	224	43%	.8%	.11%

Source: "Grade by Grade Enrollment Summary as of the End of the First Month 1975-76," Alameda County Superintendent of Schools.

a. Grade 11 and 12 enrollment is used as closest practical estimate.
b. Source: Educational Testing Service (ETS), Berkeley, California.
c. 15 Alameda County public school districts contain high schools. Names omitted to preserve confidentiality.

The exam-taking may not be encouraged because one might speculate that students who pass but stay in school could use the certificate as leverage to try to induce teachers to change educational offerings. This change in teaching/learning atmosphere may not be considered desirable by school personnel.[16]

Large-city newspapers showed less tendancy to print stories about the CHSPE than did suburban or rural newspapers. John Gilroy, the SDE consultant charged with implementing the exam, believes that big-city editors may not have considered the exam noteworthy relative to other potential education stories.[17] By contrast, smaller presses tended to print CHSPE press releases in their entirety and on the first or second page. Only 2% of the 12,150 CHSPE-takers in December were black; urban newspaper coverage may have been one contributing factor to this surprisingly small turnout. The test-taking population was composed of a disproportionately small number of urban students (relative to the number of urban students eligible to take the CHSPE).[18]

B. Seventeen-year-olds are already near graduation and may not find it worthwhile to take the test.

C. Students with the greatest likelihood of passing the exam are those in college preparatory courses-- but rather than wanting to take the CHSPE, they prefer to remain in school and complete the required courses for traditional graduation.

D. Youth unemployment is high; many who would want to take the CHSPE option in order to work or work longer hours may perceive their opportunities as almost nonexistent. They remain in high school and do not sign up for the exam.

---

[16] John Jellinghausen, interview, March 15, 1976.
[17] John Gilroy, SDE, interview, March 1, 1976.
[18] Ibid.

E. Parental opposition may have been stronger than anticipated. This is a speculation not informed by evidence at this point.

At this early stage, it does not appear that students are very anxious to get out of high school through the CHSPE door. During my student interview survey in Livermore, I interviewed 20 students of eligible age who knew about the CHSPE but had not taken it, asking toward the end of each interview if they might still take it. 13 answered with a straightforward "no," as opposed to "perhaps," "perhaps, if..." or "yes." Friends, some good courses, and "good preparation for college," in that order, emerge as advantages of high school in Livermore that outweigh the desire to exit early.

2. Substantially fewer than 50% passed the exam. Why the unexpectedly low passing rates?

A. The CHSPE was given as a pretest in spring 1975 to a sample of second-semester 12th graders. Although continuation school students were included in this sample, their scores were not used in computing the cutoff point between passing and failing. Educable mentally retarded students were not given the sample test, although many of them receive regular diplomas. The scores of gifted and accelerated students, however, were recorded. Hence, an upward bias was introduced into the field test, and it was on this basis that the 50% estimate was made.

B. More juniors and sophomores than seniors took the exam. Statewide, 51% of all those who took the December exam were juniors, 4% were sophomores, and 38% were seniors. As mentioned earlier, seniors may tend to "stick it out" until graduation. The Livermore survey corroborates the statewide findings and notes further a high incidence of 17-year-old juniors, behind in credits, taking the exam. These factors probably contribute to a lower passing rate than anticipated. In the first place, juniors and sophomores typically perform slightly less well than seniors, and the CHSPE was geared to the median second-semester senior. Secondly, older juniors who are behind in credits may tend to have lower grades and place in the lower 50th percentile.

C. One of the more intriguing possible explanations concerns the types of students attracted to the CHSPE option. One "type"-- the 17-year-old junior behind in credits-- has already been mentioned.

Gregorio expected the proficiency program to appeal to two basic groups of persons:

> (1) Those of average ability or above who do not work well in the conventional high school setting and are "borderline dropouts."
> (2) The "bright but bored" who may not have any problems in school but who would like to skip straight to college without waiting for regular high school graduation.[19]

It appears that the test attracts primarily the interest of students in the first group. One indication: Statewide, more than 1/3 of those who took the December exam reported that they were absent from school at least one day per week, implying disaffection with the conventional high school setting.[20]

---

[19] SDE press release #240, October 1, 1975.

[20] A questionnaire is attached to each exam in an attempt to discover characteristics of the California CHSPE population. See the appendix to the student survey section for a copy of this questionnaire and its findings from the first CHSPE administration. Absenteeism is one item asked students on this questionnaire.

An SDE press release of March 30, 1976 reports other statewide findings based on analysis of the questionnaires accompanying all tests:

- Most young people taking the test on Dec. 20 had one thing in common: They wanted to leave school. Eighty-five per cent said they would leave high school if they passed the test. This percentage in favor of leaving school was the same for those who passed the test and for those who didn't.
- The results of the first test indicate a high correlation between success in passing the exam and the amount of education the head of the examinee's household has had. The range was from a 38 per cent passing rate for those examinees (15 per cent) whose family heads did not have high school diplomas to a 60 per cent passing rate for the examinees (16 per cent) whose family heads had advanced degrees beyond four-year college degrees and/or had teaching credentials.
- The number of different schools that the students had attended apparently had no significant effect on whether they would pass the test. (On the questionnaire, students indicated whether they had attended from one to five-or-more elementary and from one to five-or-more secondary schools.)
- Examinees who had dropped completely out of school (10 per cent) had the same passing rate as all others.

- Examinees who indicated that they plan to attend a university or four-year college "at some future time" (51 per cent of the total) had a 52 per cent passing rate--significantly higher than the overall rate. However, viewed another way, this figure means that almost one-half of the examinees who plan to get a bachelor's degree could not pass the test.

Riles warned that all data from the questionnaires should be interpreted cautiously. The 12,150 teenagers who took the test in December came from an estimated 670,000 who were eligible to participate. Because the test is new and distribution of information about it around the state was uneven, the persons who took it are not necessarily representative of their age group as a whole or of those who will take the test in the future.

Strikingly, only about one-fourth of those who failed the December CHSPE and retook it in March were able to pass on the second try.

This introduction has briefly described the facts, laws, content information, and initial findings relating to the CHSPE program. The reader can already imagine some of the potentially dramatic implications and unintended consequences associated with the program. Throughout the remainder of this work such issues and questions will be raised.

The next section recounts the legislative history of the CHSPE. The following section explains the effect of the CHSPE on the school district's revenues within California's present school finance system. The budgetary impact at the community college level and upon the state as a whole also is discussed, somewhat in the form of speculation.

LEGISLATIVE HISTORY: PUBLIC POLICY MAKES STRANGE BEDFELLOWS

The California Education Code is burdened with internal complexities regarding compulsory education requirements at the secondary level. According to widely held belief, California requires schooling up to the age of 18-- one in only five states with this requirement; most states make public education compulsory only to the age of 16.

In reality, no part of the California Education Code states that everyone must attend school from six to 18. Section 12101 requires everyone to attend school from six to 16. Section 12551 requires all 16-to-18-year-olds to go to school at least four hours per week. Section 12553 stipulates that everyone must go to school from 16 to 18 for at least 15 hours per week if they "cannot give satisfactory proof of regular employment." "Regular employment" is not defined in the Code. The State Department of Education suggests 30 hours per week as a rule of thumb.

In referring back to page 3 of this study, one notes that the basic, positively-stated Code requirement is attendance upon continuation school-- not attendance upon a regular school, which would make the Code much easier to understand. According to John Gilroy of the State Department of Education,

> ... almost no one ever stops to reflect that the only requirement for unemployed kids over 16 is 15 hours per week of continuation school, that all students who stay in regular high school after reaching age 16 are doing so on the technical legality of regular school as an exemption from continuation school-- instead of the other way around, as most people assume.[1]

---

1. Letter from John Gilroy, April 21, 1976.

Early in 1972 former State Senator Steven Teale introduced a bill which simply would have lowered the age of compulsory school attendance to 16. At the time, Senator Arlen Gregorio-- whose interest in education tended to take the general position that the student should have as much choice with respect to his own education as practicable-- had as his administrative assistant John Gilroy, a former high school teacher who shared and helped clarify many of Gregorio's general views on education.

The Teale bill died in committee under strong opposition from the education lobby, but three developments took place which kept alive the notion of giving students under 18 a greater degree of choice:

(1) Gregorio and Gilroy had held conversations with consultants to the Senate Education Committee and with Russell Kent, Superintendent of Schools of San Mateo County. Research revealed that be age 16 there was little the law could actually do to make a youth attend school. According to the Welfare & Institutions Code,[2] a truant youth could be made a ward of the court-- but in actuality the juvenile justice system does not enforce the truancy rules. Therefore, a student 16 or older found to be in school logically was likely to be there by his own (at least tacit) choice, or because his parents "wouldn't let him leave" and he heeded their preference. In short, a degree of real choice apparently already existed for many youths under 18.

---

[2] California Welfare and Institutions Code, Sec. 601.1(b).

(2) Gregorio had spent much time in high schools in his district and was troubled to note that students in large numbers were cutting classes or skipping school altogether.

(3) Gregorio was Senate floor manager of a bill introduced by Assemblyman Paul Priolo that would create full legal adulthood at age 18.[3] This bill did pass, and then-Governor Reagan signed it into law. Logically, with 21 now "becoming" 18, might not 18 "become" 16?

Gregorio and Gilroy then focused on the last two years of high school as an area for potential legislative change. They wished to legislate incentives for the high school administration to make schooling more "meaningful" to students and thereby reduce absenteeism and elevate the quality of education.

On March 15, 1972, Gregorio introduced SB 1112. This bill re-introduced Teale's bill reducing compulsory education to age 16. The move was simply to get a bill into the legislative process; it could always be amended. Introduction of SB 1112 aroused the same opposition that fought Teale's bill:

California Teachers Association (CTA)
California Federation of Teachers (CFT)
Association of California School Administrators (ACSA)
California School Board Association (CSBA)
State Board of Education/State Department of Education
   under Superintendent Wilson Riles.

These comprise, for the most part, the "education lobby" in California. Individual school districts also wrote in opposition.

---

[3] AB 2887, 1971; signed into law in 1972.

The beneficial effect: When SB 1112 was amended to become a more conservative measure, as Gregorio and Gilroy had intended to do, these groups ceased to register opposition and were essentially neutral for the rest of its course through the legislature. Their neutrality, however, stemmed from a misunderstanding of the bill. Because of the complexity of the California Education Code, most of the education lobby thought the amended bill applied only to students in continuation school. This clearly was not the intent, and Gregorio took pains to explain the amended bill.[4] However, the misunderstanding remained.

SB 1112 as amended:

1. made it the student's option to enroll in a continuation high school.
2. broadened student opportunities to go to regional occupational training centers, which teach specific job skills.
3. provided two other options for 16-and-17-year-olds who could show they were competent at basic skills. The students would first have to pass a test administered locally but drawn up by the state (the bill required the State Department of Education to have a test ready in 1975). If a student passed the test and if he had parental permission, he could leave high school and enroll in the local community college. Or he could simply quit school, again with parental permission.

Gregorio's intent was that the examination be an alternative specifically for the average or above student who is "turned off," unmotivated, and generally serving seat time to get his diploma.

At this point, toward mid-1972, two groups appeared to fight SB 1112, particularly the proficiency exam provision:

(1) NAACP, in the form of one representative, Verna Canson, who personally opposed the proficiency exam provision. She believed

---

[4] Conversations with John Gilroy and Gerald Hayward, April, 1976.

that the state had a responsibility to ensure that children received a complete education up to the time of traditional graduation. If the state failed to enforce this, youth would be denied the right of a basic education. Pursuant to her committee testimony, Leonard Carter, western director of the NAACP nationally, wrote Gregorio a letter of opposition. In reality, the NAACP considered this a low-priority issue, and aside from Canson's expressions of opposition, the NAACP was not a major force in the legislature.

(2) California Rural Legal Assistance (CRLA) was a major force in the legislature. The group already had general sympathy from many liberal legislators. CRLA opposed the exam because the certificate of proficiency to be awarded was not to be considered the equivalent of a high school diploma. Basically, however, CRLA and Gregorio were on good terms, and the "equivalent-to-a-diploma" issue could be made a negotiable one. CRLA was advised to "cool it" for the time being in the interest of keeping the bill alive. The proficiency exam was to be presented as a conservative approach, a marginal change. Once it passed as such, the diploma issue could be reconsidered.

The proficiency exam could be called a "round issue."[5] It produced an unusual pattern of coalitions, each coalition containing within it widely differing reasons for voting as it did. This is a rather common characteristic of the legislative process. A bill will get its "aye" votes for nearly as many different (often clashing) reasons as individuals who voted for it. Here, basically, is how coalitions stood on the CHSPE:

---

[5] John Gilroy, interview, March 8, 1976.

LIBERALS	Civil rights-libertarian. For minimizing compulsory education. Gregorio.	YES ON CHSPE
	Education should be a requirement for all young people and a fully-met responsibility of the state. NAACP.	NO ON CHSPE
CONSERVATIVES	Why should the taxpayers support an essentially useless last year of high school? Let the students out if they can show competency and want to leave. Reagan. Department of Finance.	YES ON CHSPE
	The young people are really crying out for a better education, and they belong in school.	NO ON CHSPE

This was a case of strange bedfellows. The Senate passed the bill by a vote of 21 to 20. Each side was made up of roughly half "liberals" and half "conservatives." At all other sites in the legislative process the bill took a smooth, uneventful course and aroused little or no debate.

An amendment was written into SB 1112 that would assure the approval of the Department of Finance and the Governor: The community colleges were to accept successful exam-takers, but only to a ceiling of one percent of their total individual enrollment. Ken Hall of the Department of Finance saw this as the way to enable the state to save money through this exam option. A one percent ceiling would minimize state outlays to "the more expensive" community colleges and perhaps effect long run savings to the state, he thought. Hall advised proponents of SB 1112 that without the one percent clause, the Governor might well not sign.

The Department of Finance did not fully understand the issue, according to Hayward, who negotiated with the Department on this item. It apparently did not occur to the Department that by potentially "moving up" the schooling process one or two years, savings would accrue to the state.

The bill was signed on December 21, 1972. It had passed with little voiced concern from the education lobby-- as a conservative approach to a marginal reform in compulsory education. The reasoning of the author was that students would now be given an official choice: If they passed the exam, this would alert high school teachers and administrators to improve the "quality" of 11th and 12th grade education so that students might have a positive incentive to stay in school. Students dissatisfied with school would be able to leave; the schools would lose revenues, and eventually high school teachers would face layoffs. Gregorio expected few students to take the exam, and he stated this expectation throughout the legislative process. He expected two "types" to take it:

1. marginal students who potentially would drop out;
2. the "bright but bored."

Thus, the bill, presented and perceived as a conservative approach-- and calling for time rather than money-- passed without arousing heated conflict. It passed for widely disparate reasons, was misunderstood by major actors, and was given little thought with respect to long run implications.

Two changes were to be made, now that the bill was passed:

1. Make a CHSPE certificate the legal equivalent of a high school diploma.

2. Eliminate the 1%-of-enrollment ceiling at the community college level.

1. SB 52 of 1973 was introduced by Senator Gregorio and advocated as a merely technical follow-up to the successful SB 1112. It "provides that such certificate shall be equivalent to a high school diploma." Originally, the bill had stated, conservatively, that when the student turned 18 his certificate of proficiency would be considered equivalent to the diploma-- this in order to get the bill passed, thought the proponents. Actually, once in the Assembly Education Committee, Chairman Leroy Greene asked pointedly, "If it's a diploma when he turns 18, why isn't it a diploma when he gets it?"'[6] The change was made at that point, the bill passed the Assembly, returned to the Senate for an easy, unquestioning approval, and Governor Reagan signed it without comment.

---

[6] As paraphrased by John Gilroy, interview, March 8, 1976.

2. SB 470 of 1975, introduced by Gregorio, removed the limit on community college enrollment: community colleges now must admit "any person possessing a high school diploma or the equivalent thereof." This passed in the legislature and was signed without comment by Governor Brown. Again, the problem was explaining to the Department of Finance that by potentially eliminating a year or two of schooling, substantial savings could accrue to the state.

Early in 1975 the State Department of Education had drawn up a proficiency exam but asserted that there was no money to administer the test. The author and key proponents had vaguely assumed that the schools would somehow simply give the exam at no cost. Now that it was the equivalent of a high school diploma, it took on heightened significance, and security would have to be ensured. Gerry Hayward, consultant to the Senate Education Committee, went to the Department of Finance to ask about an appropriation. He pointed out the potential long-run savings to the state if substantial numbers of students enter community college early and complete post-secondary education early. An agreement was reached: A loan would be issued to the State Department of Education to administer the exam. It would be paid back eventually through applicant fees of no more than $10. The Department of Finance urged the fee partly to induce the student to take the exam seriously.

In legislation this proposal basically became SB 1243 of 1975. The amount of the loan was $243,000. As it turned out, once enacted, The Department of Education used the loan money to contract out with the Educational Testing Service (ETS) for test administration.

The exam is now in its first school year of administration and has the open endorsement of Superintendent of Public Instruction Wilson Riles.

SB 1502 of 1976, introduced by Gregorio, makes further changes in the California High School Proficiency Exam:

1. Ties the eligibility for taking the exam to school years completed, rather than to the student's chronological age. It makes the exam "available to persons 17 years of age or older (emphasis added), or to any person who has been enrolled in the 10th grade for one year or more, or who will complete one year in the 10th grade during the semester in which the next examination will be given.

2. Requires only one exam to be given in each of the fall and spring semesters. Four exams per year had been planned, but this would be too cumbersome to administer. Allows one exam to be given during the summer..

3. Requires results to be known not less than two weeks before the end of the semester. This is to ease, administratively, the timing of the transition between high school and community college. It will increase the probability that the student will stay in high school at least long enough to complete the semester and avoid the possibility of simply quitting immediately and getting "incompletes" or "F's."

4. Imposes re-enrollment limitations on students who have left school as a result of having taken and passed the CHSPE. Specifically, such students may re-enter once, but if they leave high school again on the basis of their proficiency certificate, "the district may deny (them) re-enrollment until the beginning of the next semester."

This bill too is expected to pass fairly smoothly.

To conclude, the legislative history of the high school proficiency exam is noteworthy for its relatively unquestioned, quiet course based on misunderstanding. Its author and key proponents adopted a low profile and saw it through as a conservative, marginal change. Legislators apparently gave little thought to the potentially dramatic effects of the CHSPE upon

1. the economics of California's school finance system;
2. the students themselves and the their perception of and action upon opportunities open to them;
3. the character of high school and post-secondary curriculum;
4. parents, employers, and other institutions of higher education.

Their lack of forethought reflected that of the education lobby.

In the next section I shall analyze the effect of the CHSPE upon the school district budget, the community college, and the state's education expenditures in the long run.

REVENUE IMPLICATIONS OF THE CHSPE

In order to understand the budgetary effect upon the school district of the CHSPE-- what happens, for instance, when a junior who passes the exam leaves school in the middle of the junior year-- it is necessary to understand the California school finance system.[1] In particular, I shall describe the "revenue limit" system and the "foundation program."*

The largest single source of money for public elementary and secondary education in California is local property taxes. During the past few years, under the new school finance law known as SB 90,[2] the state share has increased somewhat; but more than half of school funds in California still come from local revenues. Despite its dependence on local revenues, the system is not characterized by a great deal of local autonomy. School districts are ministerial agents of state government and have no authority over citizens except as authorized by the state.

The system of revenue limits took effect with the 1973-74 school year, upon enactment of SB 90. The new law limited the amount of revenue that a school district could raise from local taxes by setting a state-plus-local dollar amount ceiling or "revenue limit" per pupil. The system does not consider any state or federal categorical funds a district might receive.

---

1. A key source used is Aaron Gurwitz, The California School Finance System, Stanford University, June 19, 1975.
2. SB 90, "The Property Tax Relief Act of 1973," Cal. Ed. Code Sec. 20907.

*Those familiar with the basic aspects of the California school finance system may skip to page 41.

The state establishes revenue limits for local school districts and in so doing regulates local revenue raising. How? Briefly, each year, for each district, an upper limit of expenditure per unit of average daily attendance (ADA)[3] is calculated. This revenue limit is multiplied by the total ADA for the district. Expected state aid payments are subtracted, and this new figure is the total revenue-raising ceiling for the district for that year. This ceiling amount is then divided by the assessed valuation of the district in $100's of dollars, and the result is the maximum tax rate the district is allowed to levy that year. The tax rate may be increased above this level only by a special vote of the district's residents.

The revenue limit is composed of (1) the state-funded share, and (2) the locally raised share.

(1) The state share is determined by calculations made as part of the state foundation program, to be explained shortly. Briefly, the state share consists of basic aid-- a fixed $125 per pupil-- plus, for some school districts, a supplemental amount of equalization aid.

(2) The local share is that amount raised by the local taxpayers.

To illustrate, the 1976-77 revenue limit for the Oakland Unified School District is estimated to be $1,243 per pupil. $125 will be the state share, as Oakland is eligible only for basic aid. $1,118 will be the local share. A maximum tax rate will be computed and imposed on the district, so as not to raise more than $1,118 per pupil.

---

[3] This term is the average number of children in school in the district every day for a period of time, a minimum of 175 days in California.

The role of the state foundation program

One element of the revenue limit system which plays a key role in determining both the state share (directly) and the local share (indirectly) should be discussed. This is the state foundation program. The state share of public school finance in Calfornia has come from state general tax revenues and has been apportioned to local districts under a variety of laws and regulations. The largest apportionment is the foundation program.

The California State Department of Education (SDE) calculates the cost of providing a "minimum acceptable level" of educational services per pupil. This amount is the foundation level. Separate amounts are figured for elementary districts, high school districts, and unified districts. For example, the state foundation level in 1974-75 was $852 per ADA for unified school districts. Once the level has been determined, the state basic aid and equalization aid payments to districts are calculated, using a formula which takes into account both the individual district's needs and its ability to pay.

Many school districts choose to spend substantially more than the state foundation amount per ADA. For example, the revenue limit of the Berkeley Unified School District was $1,560 per ADA, $708 more than the $852 state foundation level.

Two types of state aid payments are distributed under the title "foundation program." These are basic aid and equalization aid.

(1) Basic aid. Each local school district, rich or poor, receives basic aid in the amount of $125 per ADA per school year.

(2) Equalization aid. Many districts are eligible for additional aid. The computation of equalization aid entitlements proceeds as follows:

a. Compute the sum of basic aid ($125) plus what is called "district aid." "District aid" is a computational number only. The law specified some tax rates to be used for this computation alone, and these hypothetical rates are multiplied by the actual assessed valuation of the district to obtain "district aid." The following are the computational tax rates used:

Elementary school district	$2.23 per $100 assessed valuation
High School district	$1.64 " " " "

Usually, in reality the local district taxes itself substantially more heavily. Among Alameda County school districts containing high schools, 1975-76 tax rates range from $2.70 to $7.30.[4] Thus the sum of basic aid plus "district aid" is computed, to see whether that sum "brings the district up" to the foundation level.

b. Equalization aid is:

Zero if (basic aid + district aid) is greater than the foundation;

[foundation - (basic aid + district aid)] otherwise.

The amounts of state aid are essentially independent of the district's actual tax rate.

---

[4] Superintendent of Schools of Alameda County, Annual Report of Financial Transactions, 1975, p. 5. These are total school district tax rates.

To summarize, the foundation level is intended to represent the cost of a minimal acceptable education. The state is willing to guarantee a portion of that foundation level (at least $125) to every student in the state.

Within a single unified school district containing elementary and high school levels, one level may be entitled to equalization aid while the other is considered a "basic aid" recipient. How? A unified district has a single tax base. Yet its elementary level may have twice the ADA that its high school level has. The elementary level must support more pupils given the tax base. There will be some likelihood that the elementary level receives equalization money while the high school level gets only basic aid; or the elementary level will receive more equalization aid than the high school level. The chart on the following page shows the amounts of equalization aid received by each Alameda County school district containing high schools.

Both basic aid and equalization aid go into the school district's overall operating budget. Equalization aid is not distributed specifically to the level (elementary or high school) which is formally entitled to equalization aid. Likewise, state aid payments lost due to students' leaving the school district are removed from the overall operating budget. Both basic aid and equalization aid are lost when a student leaves school. The loss is distributed evenly and, at least in the short run and at least for large districts, is

MOST DISTRICTS RECEIVE EQUALIZATION FUNDS

Equalization Aid Per ADA, 1975-76

District	Elementary Level	High School Level
Alameda Unified	$194	$ 91
Albany Unified	104	3
Amador High Sch. Dist.	--	323
Berkeley Unified	--	--
Castro Valley Unified	160	487
Emery Unified	--	--
Fremont Unified	374	435
Hayward Unified	247	302
Livermore Jt. Unified	445	416
Newark Unified	461	481
New Haven Unified	250	--
Oakland Unified	107	--
Piedmont Unified	--	--
San Leandro Unified	--	--
San Lorenzo Unified	183	372

Community College Districts:	Amount Equalization Aid per ADA
Fremont-Newark	$401
Peralta	581
South County	234

Notes:

1. This computation is based on the first period report of attendance (ADA from July 1, 1975 to Dec. 31, 1975).

2. Computations exclude "defined adults." For apportionment purposes a "defined adult" means any person who has attained his 21st birthday on or before Sept. 1 or Feb. 1 of the semester for which he is enrolled, and who has enrolled in less than 10 periods of 40 minutes each or more per week.

3. No state aid is allowed for the ADA of the Regional Occupational Center/Program or the Classes for Adults which exceed the 5% increase over last year's ADA. (The 5% "cap".)

Source: Alameda County Superintendent of Schools, Business Office, prepared April 26, 1976.

not reflected in an "elementary level" budget reduction or a "high school level" budget reduction specifically. In the long run, however, if most of those leaving are high school students who have passed the CHSPE, budget reductions at the high school level can be expected. Further, small districts may have to respond to funding losses in the short run, especially small districts that receive large amounts of equalization aid.

The concepts of "foundation level," "basic aid" and "equalization aid" have been introduced to explain the state share of the revenue limit-- $125 or more per pupil. The relevance of these features will become apparent when we discuss school district revenue effects when substantial numbers of high school students leave early, as they may under the CHSPE. We now return to the subject of how the revenue limit is derived.

Calculating the revenue limit

In 1973-74 an initial revenue limit was calculated for each school district according to a formula based on actual assessed valuation as of 1972-73. That initial formula no longer is used; it was intended only to provide a basis upon which to start the new system. After 1972-73 the revenue limit became independent of the district's assessed valuation and dependent only upon changes in ADA from year to year. Briefly, all districts have been allowed to increase their revenue limits, but some districts are allowed to increase their limits by more than others. Those districts whose revenue limits remain below the foundation level are allowed to increase their revenue limits at a rate of up to 15% per year. Those above the foundation level may increase at rates of up to 6% per year. Each year, the resulting revenue limit per ADA is multiplied by the number of ADA to get the first computation of the final revenue limit. Thus, the revenue limit is dependent only upon changes in ADA year by year. The table on the following page reports the revenue limits for all those school districts in Alameda County containing high schools. The table shows how the revenue limits have increased from 1974-75 to 1975-76.

A second calculation is made in cases in which school district *enrollment has declined* from the previous year by more than 1%. An adjustment to the formula is involved. SB 220 of 1975, enacted as an amendment to SB 90, provides for this adjustment. Pursuant to SB 220, the ADA for purposes of computing the revenue limit may be increased by 75% of the actual decline in ADA, provided the decline is greater than 1%, multiplied by the revenue limit per ADA.

As an example, suppose the revenue limit for a district is $1,125 per ADA. Subtracting the state portion of $125, the local share is $1,000. During 1975-76 ADA declines from 15,000 to 14,500; 500 students have left. Some of these are high school students who have passed the CHSPE. Since this loss exceeds 1%, the 75% offset rule holds. It is as if only 125 students (25% of 500) had left. As far as the local revenue side of the revenue

REVENUE LIMITS
--Per ADA--

District	1974-75	1975-76
Alameda Unified	$1027.31	$1103.87
Albany Unified	1122.65	1194.49
Amador High	1180.34	1255.25
Berkeley Unified	1560.43	1609.20
Castro Valley Unified	952.30	1033.24
Emery Unified	2792.55	2819.80
Fremont Unified	912.22	995.79
Hayward Unified	939.78	1021.52
Livermore Jt. Unified	937.08	1060.17
New Haven Unified	1075.13	1149.22
Newark Unified	1050.00	1129.23
Oakland Unified	1116.59	1188.71
Piedmont Unified	1405.32	1466.94
San Leandro Unified	1299.08	1357.66
San Lorenzo Unified	910.92	994.58

Source: *Annual Report of Financial Transactions*, Alameda County Superintendent of Schools, 1975.

limit is concerned, the loss in revenue will not be $1,000 x 500 but only $250 x 500. SB 220 does not apply to the state share, which is lost in its entirety when individuals leave. The table on the following page indicates enrollment changes for the fifteen Alameda County school districts containing high schools. Enrollment changes are noted for the high school populations as well as for the entire district populations.

(For a moment looking back at table, p. 12, the final column, "number passed as a percent of total enrollment," is the relevant percentage relating to the CHSPE. On average over the Alameda County districts containing high schools, there exists the potential for a tenth of 1% of total ADA to leave early because of the CHSPE-- as of the first test administration on December 20, 1975. If many of those who pass choose to remain in high school, the impact of the CHSPE itself on declining enrollments will be negligible.)

The rationale for this SB 220 adjustment is that the district, upon losing $1,000 in local revenue (plus $125 from the state) due to a student leaving, cannot reduce its operating expenses correspondingly. For instance, the district, upon losing 24 high school students who have passed the CHSPE, cannot simply lay off one teacher. By contrast, if the high school gains 24 new students, it is likely that they can be placed in existing classes without the need to hire another teacher. From the budgetary standpoint, it is easier to add than to lose students, according to budget analysts for the Berkeley and Oakland unified school districts. The adjustment eases the special budgetary difficulties

MOST DISTRICTS ARE EXPERIENCING DECLINING ENROLLMENTS

Enrollment Changes Over Three Years[a]
District Totals

District	1973-74	1974-75	% Change[b]	1975-76	% Change
Alameda Unified	11385	11070	-2.8	10782	-2.6
Albany Unified	2182	2206	+1.1	2234	+1.3
Amador High	4183	4476	+7.0	4708	+5.2
Berkeley Unified	14230	13794	-3.1	12970	-6.0
Castro Valley Unified	7575	7190	-5.1	6828	-5.0
Emery Unified	494	604	+22.3	582	-3.6
Fremont Unified	32603	32069	-1.6	31407	-2.1
Hayward Unified	24089	23286	-3.3	22886	-1.7
Livermore Jt. Unified	14222	14569	+2.4	14588	+0.1
Newark Unified	9544	9366	-1.9	8576	-8.4
New Haven Unified	7812	8065	+3.2	9167	+13.7
Oakland Unified	56661	55066	-2.8	54286	-1.4
Piedmont Unified	2521	2534	+0.5	2448	-3.4
San Leandro Unified	8533	8190	-4.0	7955	-2.9
San Lorenzo Unified	12954	12314	-4.9	11712	-4.9

a. Enrollment as of the first school month's end.
b. From the previous year.

Source: Annual Report of Financial Transactions, Alameda County Superintendent of Schools, 1975.

Enrollment Changes Over Three Years
Subtotal for Grades 9 - 12

District	1973-74	1974-75	% Change	1975-76	% Change
Alameda Unified	3489	3439	-1.4	3417	-0.6
Albany Unified	714	723	+1.3	721	-0.3
Amador High	4183	4476	+7.0	4708	+5.2
Berkeley Unified	4198	4250	+1.2	4066	-4.3
Castro Valley Unified	2995	2857	-4.6	2748	-3.8
Emery Unified	182	225	+23.6	220	-2.2
Fremont Unified	11092	10344	+2.5	10686	+3.3
Hayward Unified	7607	7422	-2.4	7426	--
Livermore Jt. Unified	4031	4303	+6.7	4392	+2.1
Newark Unified	2772	2796	+0.9	2153	-23.0
New Haven Unified	1879	2022	+7.6	2881	+42.5
Oakland Unified	15951	15915	-0.2	15828	-0.5
Piedmont Unified	914	930	+1.8	923	-0.8
San Leandro Unified	3120	2952	-5.4	2916	-1.2
San Lorenzo Unified	4693	4422	-5.8	4261	-3.6

that accompany a decline in enrollment. This generosity is funded by the local taxpayers. For a theorietical discussion of school district costs and the effect of an enrollment decline, see the addendum to this section.

(The 1% provision may be criticized for the "notch" effect it produces. What about the district that continually loses just less than 1% per year? It will always miss out on the 75% offset--unless it were to create an incentive for certain students to leave, in order to get itself over the 1% notch. It could also manipulate excused and unexcused absence records to arrive at a lower ADA. Furthermore, district receiving substantial amounts of state equalization aid, in losing the full amount, are disadvantaged relative to the wealthier "basic aid" districts.)

The annually adjusted revenue limit, together with formula adjustments for declining enrollment, constitute the total revenue limit. To recapitulate, from this revenue limit is subtracted the amount of state aid. The remainder is divided by the district's assessed valuation to determine a tax rate-- the maximum tax rate which may be levied on property in the district. The residents of any school district may vote to raise this rate through an override; such efforts appear to have small probability of success currently, as taxpayers increasingly resist greater school spending.

"We don't want too much proficiency!"[5]

It is within this school finance system that the budgetary impact of the CHSPE is felt. Students leaving high school early represent declines in enrollment. Prior to SB 90, only the state share was lost in cases of declining enrollment; no local revenues had to be lost. Pursuant to SB 90 and until SB 220, both the entire state and local shares were lost.

---

[5] No one actually has said this to me in earnest.

Currently, in districts experiencing a decline in enrollment of 1% or less, the exit of successful CHSPE candidates translates to "punishment." The entire revenue limit is lost, but costs do not decline correspondingly in the short run. Institutional constraints exist which prevent teachers from being laid off. Teacher layoffs probably would take place by the seniority system. And those laid off are likely to be recently-hired minorities--a potential violation of "affirmative action." Therefore, rather than laying off anyone, the district would rely on attrition. In the long run, when the numbers taking and passing the CHSPE and leaving can be predicted, costs and revenues will move toward stabilization at a lower level. If 75% is enough to serve this purpose, then supposedly the school districts involved would not be concerned about the CHSPE.

My researches reveal a disincentive on the part of school districts to encourage students to take the exam and especially to leave school as a result of passing it.[6] The disincentive has been expressed in Oakland, Livermore, and Berkeley, the districts in which personal interviews with district-level and school-level administrators were held. Opinions vary school by school, however.

---

[6] A preferred recommendation made: Leave day school but go to night school. Why? Beside freeing the student's day, high school education by night is much less costly to the school district than regular day school. For instance: No extracurricular activities occur in night school; night school teachers are paid by the hour for in-class time only and receive no fringe benefits. Yet full credit toward the diploma is conferred. In a sense, night school "subsidizes" day school.

Within the Livermore Unified School District are two regular high schools, each containing roughly 2,000 pupils. One high school administration expresses a strong disincentive; the other, while somewhat concerned about the revenue effect, openly publicizes the exam and does not discourage students' acting upon it with the revenue effect in mind. When a disincentive is found, the revenue effect is one major reason, expressed in terms of institutional constraints and fear of teacher layoffs.

A recommendation may be in order for a proposal to reduce the financial disincentive. Some perceive that the early leaving of a successful CHSPE candidate should be taken as an accomplishment of the school district. They feel that the district should not be "punished" and perhaps even given a bonus. In this type of scenario, retained or bonus funds could be spent on those remaining in school, resulting in more resources per pupil and more favorable pupil-teacher ratios. One equity question that would arise, however, is whether a bonus amount should be uniform over all districts. Districts with high scholastic achievement records may find their CHSPE passing rates and leaving rates higher than districts characterized by low achievement and low passing rates on the CHSPE. Should high-performance districts receive the same bonus amount as low-performance districts? To the extent that low-performance districts contain large proportions of racial minorities, the equity question takes on more political importance. Further research on methods to reduce the financial disincentive would be highly useful. One prominent suggestion which relates to the timing of student leaving is presented on page 46.

Timing of student leaving:
How the Local Share of the Revenue Limit is Affected

The school year, September through June, is divided into ten statistical periods, each one lasting approximately one month. The length varies slightly district by district. Total teaching days must equal at least 175. Revenue limit computations consider, for the local share, a 7-period interval, September through March, as relevant for the subsequent year's revenue limit.

An exodus of students from the district during April, May or June does not affect the next year's local share of the revenue limit at all. Any loss of students occurring during the last three months of the school year, therefore, does not go into determining whether the district will be brought over the 1% notch. It does not enter into the 75% offset of ADA loss-- because these losses took place after the relevant 7-period interval.

Thus, a student who takes the March 27, 1976 CHSPE, learns in April that he passed, has his certificate and parent signature promptly, and leaves May 1, is not counted as an ADA loss for purposes of the local share of the revenue limit calculations. His leaving is not counted as a decline in enrollment which would be reflected in next year's revenue limit. No locally raised revenue is lost for the 1976-77 year due to his leaving May 1, 1976. The local taxpayers are paying very slightly more in 1976-77, in effect, than they would if he had completed the semester. There is no significant saving either. The teacher-pupil ratio will appear slightly more favorable in the school from which he departed.

What about the junior who does finish the semester? He too will be "counted as present" from the local revenue standpoint in 1976-77 even though he is gone. One year later, in 1977-78, his leaving will be reflected in the local revenue computations.

Computationally, then, as far as the local share of school district revenue is concerned, it does not matter whether the junior finishes out the spring semester. The effect is the same.

The student who takes the December CHSPE, passes it, and leaves at the end of January does represent a loss in locally raised revenues for 1976-77. He had been present for five of the seven statistical periods; two periods were lost. Therefore, as far as local revenue-raising is concerned, 2/7 of the local share of the revenue limit is lost. If the local share is $1,000, the loss is 2/7 x $1000 = $286. Next school year's local revenue, then, will be ($1000 - 286) = $714. This means a slightly lower tax rate for local district residents. If enrollment declined by more than 1% during the school year in which this student left, the offset may be applied: Instead of a revenue loss of $286, the loss will be only 25% of $286, or $72.

To conclude, the district may prefer that the CHSPE be administered once, later in the school year, for instance during March or later-- timed so that students who pass would not leave before the seven relevant statistical periods elapse. In so doing, the district helps to maximize next year's revenue limit per pupil. From the district's budgetary point of view, the longer into the school year the student stays, the better.

While the district may prefer a CHSPE given only once a year, it should be remembered that the CHSPE is intended to serve _students_. In a two-semester system, giving the test only once toward the end of the second semester would fail to meet the desires of a substantial number of students who would want the opportunity to leave at mid-year.

An alternative suggestion is offered that would satisfy the timing needs of students _and_ go a long way toward removing school district disincentive relating to the CHSPE: Change California's school finance formulas to be based not on ADA but rather on what is called "Average Daily Enrollment" (ADE). ADA as defined on page 30 necessitates the elaborate and costly attendance-taking operation that characterizes high schools currently. The ADA system supposedly is intended to induce schools to maximize student attendance and thereby maximize revenues. Under an ADE system, attendance would be taken _once only_, during the first month of the school year, and allocations to the district would be based upon that figure. Students who leave at mid-year would not translate into a revenue loss for the district.

Would ADE represent a net savings to school districts, to local district taxpayers, to California taxpayers in general? Here is rich research material for students of public policy.[7]

---

[7] Contacts for initial inquiry: James Kokas, San Mateo Unified School District, is conducting a cost study comparing ADA and ADE for the San Mateo Schools. Jack Erikson of the Los Angeles County Superintendent of Schools is knowledgeable about this proposal. Also recommended is Gerald Hayward, consultant to the Senate Committee on Education.

(Timing: Is the state share affected?

The state share, a fixed amount, constitutes only a small portion of the revenue limit, and whether the student leaves early or later in the school year does not make a difference in how the loss of state aid is felt, in the long run. The state's records of losses are kept current, and adjustments are made also on a current basis, essentially. The effect of timing is seen primarily in the locally raised portion of the revenue limit.)

Gifted students and special students

Each gifted student who participates in the high school's gifted program receives $70 in additional state aid. When such a student takes and passes the CHSPE and leaves, the district loses this money along with the other state aid. Since the $70 goes directly into the gifted program specifically, the loss is reflected in the gifted program budget specifically.

For our purposes here, a "special student" will be interpreted as physically handicapped. Extra state apportionments are made to special students. The physically handicapped are predominant in number among special students.

A decline in enrollment of this type of student is not directly linked to ADA, as is the case with gifted students. State apportionments to the physically handicapped are made according to class size. How? Suppose a high school operates two classes for the handicapped, with maximum class size set at 16. Suppose that actually there are 22 handicapped pupils. State aid is given as if there were 32 students, or "two classes" of handicapped. The early leaving of one student would not lower the amount of state aid at all. Only of six students left and the total were brought down to 16 would state funding change. At this notch, the state aid would be given as if there were "one class"-- half the amount it was giving to our original 22 students-- a serious pinch, in the district's perception. The notch effect bears some similarity to that discussed earlier. The question is whether the district could dismiss one teacher of the handicapped.

An Illustrative Case: The Effect of the CHSPE on Unified District "X"

"X" is a basic aid district of 13,000 enrollment and a revenue limit of $1,125 per ADA. "X," which contains three high schools, has not experienced an enrollment decline from last year (1974-75) to this year (1975-76). 25 juniors who passed the CHSPE are finishing junior year and will not return for senior year. All other enrollment changes are held constant for our purposes.

For each ADA, "X" receives $125 from the state. The ADA figure works out to be approximately equal to 95% of enrollment.[8] Therefore, if enrollment is to decrease by 25 from this year to next, the ADA figure will decrease by 24 (25 x .95). This will mean a decrease in state funds to the district of $3,000 (24 x $125) effective 1976-77.

The remaining district revenue, $1,000 x 24 or $24,000, is generated from local property taxes. This amount will continue to be generated next school year even though the students have left. In the following year, however (1977-78), the total amount of local property tax money raised will be reduced by $24,000. Therefore, in the very short run (1976-77), only $3,000 will be lost. It is in the short run (1977-78) that the bulk of the CHSPE-related revenue loss will be registered.

---

[8] See footnote no. 3 and the note appearing on the table depicting enrollment changes district by district, for the distinction between ADA and enrollment. ↘P.39

In the very short run, the $3,000 loss is distributed evenly over the general operating budget of the district, which is $34 million in 1975-76. Next year's budget is expected to be approximately the same, with allowance for inflation. The loss of $3,000 is an insignificant percent of the total budget and will not be deducted from the high school budgets specifically.

With "X"'s current enrollment at 13,000, the loss of 25 students will result in an enrollment of 12,975 at the start of 1976-77. The $3,000 decrease in income therefore would translate into a per capita loss of $.23.

(Were "X" receiving $375 per ADA in equalization aid as well, the total loss would be 24 x $500, or $12,000, a loss some might consider inequitable. However, this inequity would be somewhat offset by the fact that, in the equalization aid district, the local taxpayer burden would be relatively lighter than that on taxpayers of the basic aid district, given equal revenue limits.)

Suppose "X" had experienced an enrollment decline of more than 1% between 1974-75 and 1975-76. The state revenue effect will be unchanged. On the local side, in 1977-78 the effect is as if only six students had left (25% of 24). The taxpayers in 1977-78, instead of contributing $24,000 less, will have their burden reduced by only $6,000. To the district, this means a loss in local revenue of only $6,000 resulting from the early leaving in 1975-76.

On the cost side, Board of Education policy requires the maintenance of a 24:1 pupil-teacher ratio at the high school level. The early leaving of 25 students among three high schools cannot result in the laying off of one teacher. In the rare event that all 25 leave from one school, possibly one teacher would have to be laid off. Institutional constraints are likely to preclude this, however. In the first place, since high school teachers are specialized and students take many different classes, the ratio on paper cannot be maintained in all courses at all times. A high school cannot simply lay off an English teacher, for example. Secondly, the teachers' union initiated a policy now approved in District "X" by which the district must give teachers at least one year's notice before actual layoff. Thirdly, the district's personnel policy is governed by both the seniority system and affirmative action, policies that could conflict in this situation.

Therefore, although revenues will have declined, it is unlikely that in the short run costs will decline correspondingly. In the long run, "X" will be able to predict and plan for CHSPE-related losses, and a revenue-cost equilibrium will be re-established.

COMMUNITY COLLEGES AND THE STATE AS A WHOLE

Community Colleges

Alameda County contains three community college districts, whose ADA trends are depicted in the table below:

EDUCATED ADA[a]

	1971-72	1972-73	1973-74[b]	1974-75
Fremont-Newark	2,308		2,887	4,036
Peralta	19,671		19,708	21,608
South County Jt.	7,364		8,524	9,766
Total ADA	29,343		31,119	35,410

a. Superintendent of Schools, Alameda County, Business Services Bulletin No. 6, Nov. 1972, Dec. 1974, Sept. 1975.

b. Data from 1972-73 are temporarily missing.

Clearly, community college attendance is growing rapidly. Why?

1. Rising unemployment. Those unemployed can attend community college either to gain job-related skills or simply to have something to do.
2. A growing number of women beyond "college age" want to enhance their education and/or job skills.
3. Older persons are attending in growing numbers to broaden their own learning experiences and to "keep active."

The absence of tuition, of course, greatly encourages attendance.

Community colleges are financed similarly to elementary and secondary schools. $125 per ADA (full time equivalent pupil) are guaranteed from the state, and some community college districts also receive equalization aid. Revenue limit amounts are comparable. The major distinction is that community college districts have a broader tax base than do districts serving grades K through 12.

The possibility now exists that a substantial number of CHSPE certificate-holders will enter community colleges. Their entrance means a straight $125-per-ADA (or more) additional sum from the state-- and an increase from the local share.

Community colleges welcome the entrance of CHSPE certificate-holders from the budgetary standpoint.[9] We recall that it is easier to add students than to lose an equal number of students under the current school finance system. The community college is relatively advantaged in the high school-community college shift. The show of proficiency should help ensure that the students can be placed in existing community college programs, rather than needing special remedial programs, which may be more costly at the community college level than programs similar in content at the high school level.

The community colleges may favor the CHSPE for another reason. Governor Brown's FY 1975-76 budget bill featured a 5%-per-year growth in ADA "cap" placed upon the state's community colleges. Growth beyond 5% per year is allowable but must be financed totally by the local district taxpayers. At this time, local

---

[9] Peter A. Barthelme, Business Mgr., South County Community College District, interview, March 15, 1976.

52

community college boards typically voet in more local support if the ADA increase exceeds 5%. Other strategies employed to deal with the cap include not opening up new sections for courses in which scheduled sections fill up. Some teachers of marginally justified courses may be laid off. A large influx of CHSPE certificate-holders would create some pressure to remove the cap.

In 1972, in its comments on SB 1112, the Department of Finance opposed the CHSPE provision, stating that "it could entail significant additional costs if substantial numbers of high school students were to transfer... to more expensive community college programs...."[10] In fact, community college educational expenditures per full time ADA are less than those for unified school districts in Alameda County. In 1974-75, total expenditures averaged over all unified school districts were $1,393.83 per ADA. The figure averaging the three community college districts came to $1,220.64 per ADA. "Total Expenditures" consists of certificated and classified salaries, employee benefits, books, supplies, media, equipment, contracted services, and other operating expenses.[11]

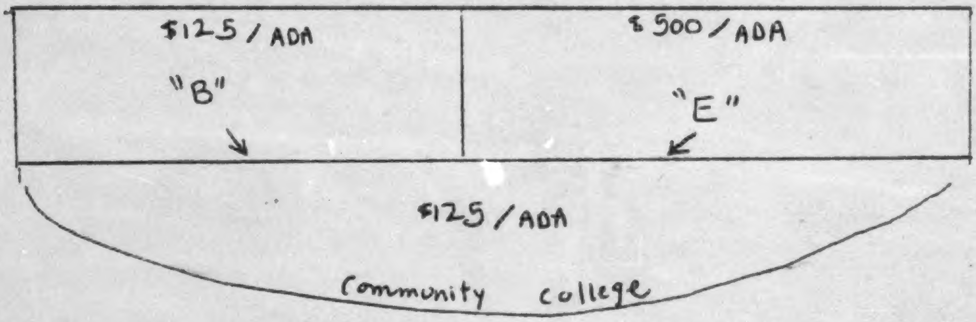
As far as state funds are concerned, if both the high school and community college receive only basic aid, there is no short run loss or gain to the state. If equalization aid is involved at the high school level or the community college level, there may be a net loss or net gain in state funds.

---

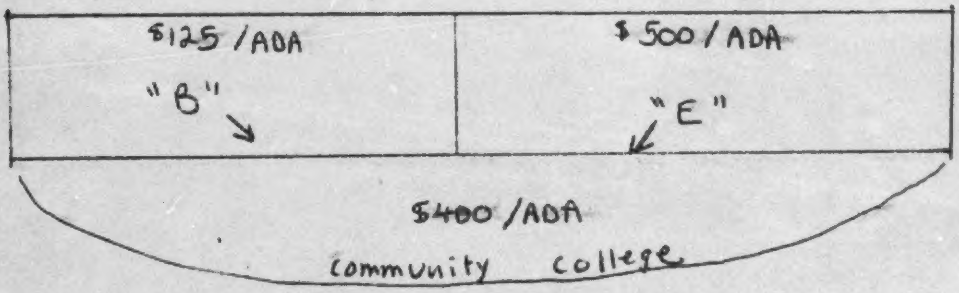
[10] Bill analysis, SB 1112, Department of Finance, 1972.
[11] Annual Report of Financial Transactions of the Alameda County School Districts, 1975, p. 18-21.

Illustration of net loss or gain to the state

Suppose there are two high schools subtended by one community college. School "B" is part of a school district receiving basic aid only, at the high school level. School "E" is entitled to $375 in equalization aid, for a total of $500 per pupil in state aid. Net losses or gains to the state from a successful CHSPE candidate leaving high school and entering the community college are depicted for two cases: one case (top diagram) in which the community college receives only basic aid, and one case in which it receives $275 in equalization aid as well.



One student coming from "B": no net loss or gain to the state.
One student coming from "E": State saves $500, then contributes $125, for a total net saving to the state of $375.



One student coming from "B": State saves $125, then contributes $400, for a net loss of $275.
One student coming from "E": State saves $500, then contributes $400, for a net saving of $100.

Conclusion

The net loss or gain to the state, and the concerns of the Department of Finance, apply mainly to the short run. The longer run and more significant fiscal effect of the CHSPE program is to shorten the length of schooling time. The junior who enters college a year early may finish college a year early and thereby represent a long run net saving to the state. Likewise, his stream of lifetime earnings and productivity may begin a year early. State income taxes from this individual will begin flowing in a year early, constituting a financial benefit to the state.

THE STUDENT SURVEY

Why conduct a student survey?

The limitations of the questionnaire accompanying the CHSPE (in the appendix following page 77) led me to conduct a survey of my own. This survey was done

a. to find out what students are thinking and planning;
b. to learn general characteristics of takers as opposed to nontakers, passers as opposed to failers, and those who leave school as opposed to those who stay;
c. to discover any unintended consequences of the CHSPE;
d. to lend an empirically-based direction toward policy implications;
e. to pose questions that educators in other communities might ask-- for the local school district's benefit, and to test generalizability to the state as a whole.

Why Livermore?

When I began this work, a "client" was (and is) the Alameda County Superintendent of Schools-- represented by Dr. Harley Sorensen, Director of Curriculum. He and I agreed on the importance of interviewing students. He stressed difficulties in obtaining access to individuals due to HR 69 (privacy). No one has to cooperate with research efforts that call for identifying students by name, unless deemed vital to the advancement of knowledge. Sorensen knows key district administrators, and we scanned the list of the 15 districts containing high schools.

We wanted a district that

a. would be open to research;
b. would have a pass rate similar to 45%, the statewide rate;
c. would have a ratio of takers/number eligible similar to 2%, the statewide rate;
d. would contain a variety in terms of socio-economic status and race.
e. would not be too large in terms of number of test-takers or number of high schools, given my limited time.

Livermore came closest, satisfying all conditions except "d."

__The city:__ Of the 1975 population of 48,359 (increased from 37,703 in 1970), over 96% are white. Not a manufacturing city, people do a wide variety of jobs at Lawrence Livermore Laboratory, elsewhere in Livermore or Pleasonton, or commuting to Hayward or possibly Oakland. Median income is $12,500. Livermore is spacious and suburban, featuring one-family homes. See the Livermore fact sheet in the appendix to this section.

__The high schools:__ There are two regular public high schools, each containing approximately 2,000 students, and one continuation school of approximately 120. Livermore 12th graders perform far above the state median in the California State/District Testing Program in reading, language, spelling, and math. See the summary of percentiles in the appendix to this section.

__The CHSPE population__

48 Livermore students took the first exam in December 1975, 2.6% of those eligible to take it. 22 passed, or 45%. Below is the distribution by high school:

	Number who took	Number who passed
Livermore High	17	5
Granada High	26	13
Del Valle continuation	5	4

__The sample__

I desired a total sample size of approximately 50, due to limited time. The chart below compares my sample with the actual population:

	(nontakers)	Took CHSPE	Passed	Failed
Population	1797	48	22	26
Sample	20	25	15	10

The sample reflected the school-by-school distribution of the population, except that I could not locate any Livermore High students who failed the exam. The 10 I reached were from the other two schools. All students I interviewed were white, reflecting the CHSPE population and the high school population in general.

Each interview lasted approximately 20 minutes. Nontakers (all 16, 16½, or 17 years old) were interviewed randomly during lunch, during study period, or at any time on the lawn. Individual appointments were made with all others, and the interviews were held in a quiet place at school or at their homes. A complete list of my questions appears in the appendix to this section.

The touchy problem of access to names

The most frustrating difficulty I encountered was that of obtaining access to those who took the exam and passed— and especially those who took it and failed.

As mentioned previously, the State Department of Education (SDE) implements the exam and has contracted with Educational Testing Service (ETS) to administer and score it. Dr. Alex Law of the SDE and John Gilroy, whom he supervises, have set a policy of having ETS send to the individual school a printout containing only the names and addresses of those who passed. The printout does note the number from the school "verified" to take the test (not the same as the number who actually appear on the test date). The school does not know for sure how many failed and does not know at all who failed. The rationale for this SDE policy is to prevent a failure from being used by the school, placed in the student's permanent record, or used for tracking, for example.

The school may want to know who failed, however, for its own research or to initiate guidance for the student (who may be extremely frustrated, perhaps to the point of dropping out). What can the school do? It can keep a record of each student who comes into the office for a CHSPE application. It can record the student's name at the time the school stamps its age verification on the completed application. However, many students pick up applications, or even get them verified, without actually showing up to take the test. The school cannot know, by its own record-keeping, who actually took any given CHSPE.

ETS keeps a list, for each test site, of the names, schools, and addresses of all who actually took the CHSPE on a given test date. Can a school obtain a copy of the list for the test site to which its students went? ETS will supply the "takers" list if SDE approves. SDE will not approve. Subtracting those who passed (known to the school from the printout it receives) from the list of all takers leaves the names of those who failed-- which SDE does not want schools to know.

I obtained names of those who failed only through the sympathetic efforts of certain individual administrators and counselors who remembered "off the top of their heads"-- an unprofessional survey research method! This obstacle is bound to hinder any sophisticated future effort to study the implications of the CHSPE program, for the entire population of those who fail the exam may be forfeited.

This difficulty aside, in order to interview any 16-or-17-year-old under the jurisdiction of the school, I had to step through a most time-consuming, diplomacy-demanding approval process:

1. Approval of Alameda County Superintendent's Office
2. Approval of Livermore School District Office
3. Approval of each high school principal
4. Approval of each parent.

The process, from approvals through writing up the findings, took approximately four to five weeks.

FINDINGS

1. Who takes the exam?

a. Not students with high grades, according to my findings. During each interview I set up the following small chart and asked the student to check his "usual" grade or grade range:

	A	A/B	B	B/C	C	C/D	D	D/F
English		✓						
Social Studies					✓			
Math					✓			

From this information I made an estimate of whether the student could be said to have "high" (all A's and B's, mainly A's), "medium" or "low" grades.[1] Using this crude system consistently over all CHSPE-takers and nontakers, the following results are reported:

	25 Takers		20 Nontakers	
	Number	Percent	Number	Percent
High	-0-	-0-	6	30%
Medium	20	80%	10	50%
Low	5	20%	4	20%

b. Students who are absent frequently and cut classes. Two questions were asked all students: (1) Would you say that, in terms of whole days, you're absent about once a week, once every two weeks, or less often? (2) How often do you find yourself cutting a class? A few times a week, a few times a month or so, or less often?

From this combination I arrived at the categories crudely labeled "out often," "out sometimes," and "out rarely." As the table on the next page shows, CHSPE-takers tend to be absent quite frequently.

---

[1] For a detailed grade distribution of all who took the exam, see page 64 .

	25 Takers		20 Nontakers	
	Number	Percent	Number	Percent
Out Often	12	48%	2	10%
Out Sometimes	9	36%	1	5%
Out Rarely	4	16%	17	85%

c. As to the age and grade levels of the CHSPE-takers, in Livermore an even distribution of age was found-- a roughly equal number of 16, 16½, 17, and 17½-year-olds. Only seven of the 25 CHSPE-takers, however, were seniors. The rest were sophomores and juniors in terms of credit. 17-year-old sophomores and first-semester juniors, who are behind in credits or are repeating courses, tend to be attracted to the CHSPE program.

d. Among CHSPE-takers tend to be fewer four-year-college-oriented persons (the bottom three categories) than among nontakers. CHSPE-takers are more oriented toward the community college (categories four and five). No CHSPE-takers I interviewed had taken the SAT's; some did not appear to know what these were.

PLANS FOR FUTURE EDUCATIONAL ATTAINMENT

	25 takers		20 nontakers	
	Number	Percent	Number	Percent
Less than diploma	1	4%	-0-	-0-
Diploma/CHSPE	6	24	6	30
Vocational training	1	4	1	5
Some community college	4	16	1	5
Finish community college	7	28	2	10
Some four-year college	0	-0-	2	10
Bachelor's degree	4	16	6	30
Advanced study	2	8	2	10
		100%		100%

e. CHSPE-takers tend to work, at least part time, more than nontakers. Only 9 takers of 25 are not working at all, as opposed to 14 of 20 nontakers. A felt need or desire to support oneself if often a motivating factor among takers. A few CHSPE-takers wanted very much to leave Livermore and start an independent life elsewhere (usually in the Bay area). A hint of the desire to start their own lives shows up in the question I asked: "When do you suppose you'd marry?"

	25 Takers		20 Nontakers	
	Number	Percent	Number	Percent
By early 20's	11	44%	4	20%
Mid-20's	10	40%	11	55%
Late 20's or later	3	12%	2	10%
Maybe not at all	1	4%	3	15%

2. What are the plans of those who take the exam?

Only 6 of the 25 CHSPE-takers expressed motives other than the straightforward desire to leave school early. One of these was curious to "test her proficiency" (I noted that her curiosity did not extend to the question, "What does the State Department of Education think we should know?").

Of the remaining minority of 5, interestingly, two expressly wanted the choice of leaving or staying in high school. If they passed, they said, they would stay in school for the time being, knowing they now had the option to leave. The other 3 "wanted the school off their backs." That is, they were behind in credits; by passing the exam and remaining in school, they would no longer have to worry about taking required courses or making up credits, for they will have "earned" the CHSPE certificate, the legal equivalent of a diploma. Therefore, these students wanted to stay in school but take a more pleasurable set of classes.

I asked each CHSPE-taker: "At the time you went into the exam in December, what was your plan if you were to pass?"

Enroll in community college pretty much full time	7
Community college, then on to 4-year college	2
Part time community college, part time work	3
I think I have a full time job all set up.	3
Full time work, then enroll in community college	1
Look for a full time job	4
Stay and take an easier load in high school	2
Stay in high school, just to "please" parents	1
Stay one year, then go to community college	1
No particular plan thought out	1

Most wanted to leave early; their plans involved community college, work, or a combination of the two. Were they to fail the December exam, 16 of the 25 were planning to stay in school and retake it March 27, 1976, with generally the same plans in mind as before.

3. Who passes the exam?

Students with higher grades are more likely to pass, not surprisingly. A detailed grade distribution was performed for passers and failers of the December exam, as shown on the next page. A higher incidence of A's, A/B's, and B's is noted in those who passed.

CHSPE-takers who pass tend to be the ones with higher long-range educational goals than those who do not pass.

PLANS FOR FUTURE EDUCATIONAL ATTAINMENT

	15 passers		10 failers	
		%		%
Less than diploma	-0-		1	10
Diploma/CHSPE	2	13	4	40
Vocational training	-0-		1	10
Some community college	3	20	1	10
Finish community college	4	27	3	30
Some four-year college	-0-		-0-	
Bachelor's degree	4	27	-0-	
Advanced study	2	13	-0-	
		100%		100%

DETAILED GRADE DISTRIBUTION

	A	A/B	B	B/C	C	C/D	D	D/F
All 25 CHSPE-takers								
English	3	3	3	11	1	2	0	1
Math	2	1	3	7	3	4	2	1
Social studies	1	3	7	7	1	3	1	2
15 who passed								
English	1	2	2	6	1	1	0	1
Math	2	1	2	2	2	2	1	1
Social studies	1	2	4	4	1	1	0	2
10 who failed								
English	2	1	1	5	0	1	0	0
Math	0	0	1	5	1	2	1	0
Social studies	0	1	3	3	0	2	1	0

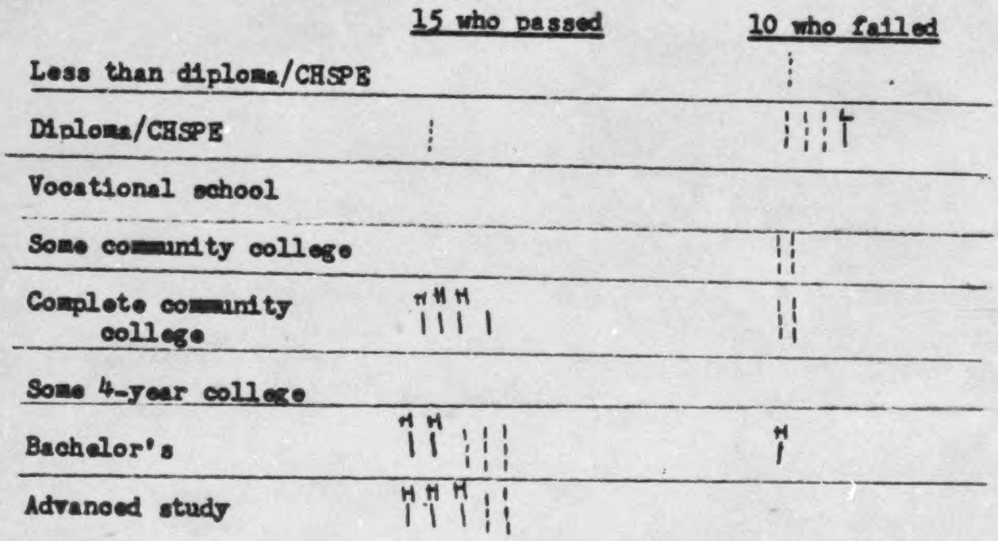
Note: On a separate sheet of paper, I asked each student to make a check mark under the grade he typically received for each of these three courses. The written question looked like this:

	A	A/B	B	B/C	C	C/D	D	D/F
English		✓						
Math				✓				
Social Studies					✓			

Thus, three "reports" were entered per student, or three "incidents." In the example above, the student usually gets an A or B in English, and so forth. In parts of this section I use the detailed grade distribution. In other parts I use a simplified form: "good grades," "medium grades," or "poor grades." I would simplify the above set of grades to "medium grades."

The parents of those who pass have higher educational expectations of them than do the parents of those who fail. I asked each respondent the following set of questions: "How far would your mother like to see you go in your schooling? What about your father? How far would he like you to go? How far do you expect to go in your schooling?"[2] Responses are pictured on the table below, distinguishing those who passed from those who failed.

PARENTS' EXPECTATIONS



Each line represents "parental expectations for one student." A dotted line indicates that parents and student agreed or that the parents evidently would want their child to go simply "as far as he wants." Note the small letter "H" or, in one case, "L."

---

[2] "Expectations" should be separated into past expectations and present expectations. Further, expectations should be distinguished from past and present "hopes." In addition, the intensity with which the mother and father disagree should be considered. What I learned was the student's view of "what his parents would like" him to attain. Given my limited time and limited expertise, this crude approximation was all that could be made for the time being.

The "H" indicates that parents expected more of the student than the student himself planned to attain. The "L" indicates that the student's expectations of his future educational attainment exceeded his parents'.

A higher incidence of agreement or acquiescence-- and at lower schooling levels-- is noticed among those who failed than in those who passed. Evidence of disagreement between the passing student and his parents is rather striking.[3]

I looked for further patterns which differentiate those who pass from those who fail the exam. A detailed age/grade level distribution yielded no generalization; all ages and grade levels are represented among both passers and failers. As for a distribution by sex, 6 of the 8 males passed; only 9 of the 17 females passed. However, it is questionable whether a useful predictive generalization can be made from this observation. Interestingly, female CHSPE-takers tended to plan to go straight to community college if they were to pass, while males planned to work full time or include work in their college plans.

---

3. What could account for this disparity in expectations? I examined the 8 passing students marked "H," seeking in vain possible explanatory patterns in (a) parents' own educational attainments, (b) parents' occupations, (c) students' grades, (d) sex of students, (e) whether the student had intended to leave school, and (f) whether the student left school. Further, no significant parental expectation patterns emerged when I analyzed the data for takers vs. nontakers or "all who left school" vs. "all who stayed in school." Since the policy usefulness of this distinction between passers and failers may be limited, I will leave it at this for the time being. However, future studies in other communities might look into this set of characteristics and possibly take it further than I have been able to take it.

4. Of the successful, who leaves high school?

In Livermore, the majority of those who passed the December CHSPE left high school— some before they received their results. Note on the table below the tendency among males to leave.

THOSE WHO PASS AND LEAVE HIGH SCHOOL

	Number who passed	Left high school	Stayed in high school
Males	6	5	1
Females	9	4	5
Total	15	9	6

The table on the following pages charts the course of the 15 who passed. Students numbered 1 through 9 left school; students numbered 10 through 15 stayed.

Among the points brought out by the table: Those who pass and leave tend to have lower aspirations educationally than those who pass and stay in high school. Their intent is to complete their total schooling at the earliest practicable time. They are more work-oriented (toward the more manual types of jobs), more inclined to want to be self-supporting, than those who pass and stay.

WHITHER THE 15 WHO PASSED?
THE 9 WHO LEFT

Sex	(as of Dec.) Plan If Passed	(after result) What the Student Actually Did	Job now	Plans for next yr/two	Highest educational Attainment planned
M	comm. coll, then 4-yr.	Home. Too late to enroll at comm.coll.	Not working	Comm. college, transfer to UC	BA
M	stay in h.s. to please parents	Found job. Moved out of house.	Paints houses. Full time.	Keep working full time	CHSPE
M	Didn't know.	Worked.	Works at carnival. Full time.	Keep working at carnival	CHSPE
M	Seek job.	Worked.	Mechanic, house painter. Part time.	Keep working, enroll in comm. college.	Some comm. college
M	Stay in h.s. Get school off back.	Home, bored. Looked for job.	Works in cafe. Full time.	Divide time between part time work and comm. college	Some comm. college
F	Comm. college	Comm. college	Not working.	Comm. college, then to 4-yr.	BA
F	Comm. college.	Work until fall'76.	Theater cashier. Part time.	Fall '76: comm. college and part time work.	Advanced degree
F	Comm. college.	Work for a while.	Works at bakery. Full time.	Comm. college plus part time work. Then to 4-yr.	BA
F	Comm. college.	Looked for job.	Babysitter. Full time.	Comm. college plus work.	Some community colleg

WHITHER THE 15 WHO PASSED?
THE 6 WHO STAYED

No.	Sex	(as of Dec.) Plan If Passed	(after result) What the Student Actually Did	Job now	Plans for next yr/two	Highest Educational Attainment Planned
10	M	Stay in h.s. - get the school off back	In high school.	Store clerk. Part time.	Graduate, comm. college and work.	AA
11	F	Stay in h.s. - get the school off back	In high school.	Not working.	Graduate, then comm. college	AA
12	F	Seek a job. Leave town.	In high school, having changed mind. Distrusted CHSPE as legal equiv. of diploma.	Waitress. Part time.	Graduate, then comm. college plus work part time.	AA
3	F	Comm. college.	In high school, having changed mind. Distrusted CHSPE as legal equiv. of diploma.	Not working.	Graduate, then Calif. State U.	Advanced degree
4	F	Stay in h.s. Just wanted to test my proficiency.	In high school.	Not working.	Graduate, then 4-yr. college	BA
5	F	Comm. college.	In high school-mother wanted me to stay.	Not working.	Comm. college after graduation	AA

Not shown on the large table is absenteeism: The tabulations below indicate that those who passed and left had been absent or cutting class very often, suggesting a stronger aversion to high school.

	9 who passed and left	6 who passed and stayed
Out Often	7	2
Out Sometimes	1	2
Out Rarely	1	6

Those who leave tend to have lower grades in high school than those who stay. Of 9 incidents of C/D, D, or D/F grades among those who passed the December CHSPE, all 9 were reported by leavers. Except for one individual who stayed, the grades of stayers were exclusively in the A to B/C range.

In the survey, the question was put to all persons who left school: "Did you leave, would you say, more because of the negative things about high school itself, or more because of the positive opportunities on the outside?" The question required some weighing, and in one case the individual answered, "Well, both equally." Elaboration of specific positive and negative points then was requested in all cases.

Among the 9 who left as a result of having passed the CHSPE, 6 left mainly because of strong dislike of high school itself. What specifically? It was difficult to identify the specific roots of their aversion, but 3 stressed as predominant the opinion that their courses in general had been boring and slow-paced.

To all who remained in high school I asked: "Are you in school, would you say, more because of the positive things about school itself, or more because of the lack of opportunities outside of school?" Of the 6 who passed and stayed, 3 stayed more because of the positive features of high school; "My friends are here" predominated. Two stayed mainly because of the more negative factors: "My mother says I have to stay..." "No one will hire me because I'm not 18."

In summary, those who pass and leave tend to be strongly unhappy and frustrated with high school. In many cases they may be considered by school personnel "unsuccessful" in the high school environment.

5. Of the unsuccessful, who leaves high school?

Among the 10 students in this interview survey who failed the December CHSPE, 4 quit day school altogether. Their cases are described:

(1) 17½ and in her first semester of 12th grade as of December, she did not want to take any more electives toward the diploma; she also needed to work to help support her family. The CHSPE would provide an easy way out early with a diploma. Her school counselor agreed that she could not handle both full time school and work, and he encouraged her to go the CHSPE route. Failing the December exam, she would turn 18 before the March exam and therefore be ineligible to retake it.(If SB 1502 passes, this problem will be remedied, as it will open the exam to 18-year-olds-and-above.) She helps at home and works part time, forgoing a diploma for the time being, although she hopes to obtain one at some indefinite point. She does not intend to go to college.

(2) Also 17½ as of December, she was in the hospital three months last year and consequently behind in credits. She was tired of high school, anxious to proceed with a nursing career, and in want of a diploma or its equivalent. Failing the exam, she too became 18 before March 27. To get her diploma, she is enrolled in a Regional Occupational Program as a nursing aide, earning 15 credits. She is not at school physically but gaining nursing experience "in the field." This plus some math coursework at night school will earn her the diploma. Plans have been made to enroll in a community college nursing major starting in fall 1976. The "pluses" of her career are a stronger factor in her leaving than the "minuses" of high school itself.

(3) The quietest of all the interviewees, he had poor grades, was absent frequently, and felt school was simply a waste of time. His plan to stay in school and retake the March exam (he had paid $10 anew) were interrupted by "having to work" the Saturday morning of the test. Further, given the offer of a full time job at a gas station, he quit school in February 1976. He does not plan on getting a diploma, and his parents acquiesce. He intends to keep working and perhaps marry within two or three years.

(4) 16½, pregnant, and making poor grades, she took the CHSPE to leave early without dropping out. Having failed the exam, she is at home during the day and attending night classes toward a diploma, which her father considers important to earn. She retook the CHSPE in March, and if she passes she will probably leave night school, although she does enjoy her business class.

All four in taking the December CHSPE wanted to leave high school and would have wanted to retake the exam in the event they failed. All four were getting very little if anything positive out of daytime, on-campus high school. Their grades were average-to-poor, they were in no extra-curricular activities, and school personnel probably not consider them "mainstream" students. For three of the four, the "minuses" of high school itself were the main factor in their leaving-- not positive opportunities perceived elsewhere. They might well have quit anyway without a diploma, in the absence of a CHSPE alternative.

The small sampling suggests that failers who leave school may not be interested in any postsecondary education, while those who stay have a greater likelihood of being educationally inclined.

PLANS FOR FUTURE EDUCATIONAL ATTAINMENT

	4 Leavers	6 Stayers
Less than diploma	1	0
Diploma/CHSPE	2	2
Vocational training	0	1
Some community college	0	1
Finish community college	1	2
Some 4-year college	0	0
Bachelor's degree	0	0
Advanced degree	0	0

Leavers, not surprisingly, are absent more than stayers.

ABSENTEEISM

	4 Leavers	6 Stayers
Out Often	3	1
Out Sometimes	1	4
Out Rarely	0	1

Below is the detailed grade distribution for those who failed. Note the concentration of leavers among the lower grade ranges, relative to the higher ranges.

	12 grades reported by 4 leavers	18 grades reported by 6 stayers
A	1	1
A/B	0	2
B	1	4
B/C	5	8
C	0	1
C/D	4	1
D	1	1
D/F	0	0

Within this survey of CHSPE-takers, some common traits emerge among those who leave school in general, whether they passed or failed the CHSPE:

Those who leave tend to have lower educational aspirations than those who stay.

Those who leave tend to have lower grades than those who stay.

Those who leave tend to be absent more frequently than those who stay.

Those who leave tend to have more negative feelings toward high school than those who stay.

Those who leave are highly unlikely to return to high school. I asked all leavers if they might consider coming back, and all but one answered promptly, "No."

6. *What did the CHSPE-takers think of the exam?*

The CHSPE was *surprisingly easy for the equivalent of a diploma*, said 16 of the 25 takers-- 13 of whom passed and *three of whom failed*. The biggest surprise to those who failed was precisely that they failed. Four of the 10 who failed had no particular opinion; the 6 who did felt it was a relatively easy exam and expressed confidence that they could pass it a second time.[4] Three persons who failed and planned to retake it were upset at not knowing their specific areas of weakness on the exam. They had wanted more information than a mere notice of "pass" or "fail." Similarly, a minority of passers wanted to know "how well" they did.

Comments of six who passed:

"It was *too* easy." (two individuals)

"I could have passed a few years ago."

"I was expecting curriculum-type questions and history."

"Disgusting! That can't possibly be the equivalent of a high school diploma." (two individuals)

Among the 15 who passed, five commented that if *they* were writing such an exam, they would make it more difficult or demanding: specifically, more demanding math questions, more writing, more "thought" and "comprehension" questions.

---

[4] However, it was striking to note that, statewide, only about one-fourth of those who failed the December CHSPE and retook it in March were able to pass on the second try. See page 17.

Addendum: Omissions and Limitations

Aside from methodological or substantive weaknesses the reader may have noticed in the text, other omissions and limitations are mentioned here.

1. I did not ask the students: "Do you consider yourself job-oriented? Career-oriented? (short run or long run) Academically oriented? Academically oriented in preparation for a career?" It seemed too vague a question. With more thought, a question such as this could be composed for future CHSPE surveys.

2. I failed to ask: "Were you working back in December while going to school?" The question relating to work referred only to work as of May 1976. It was revealed in the informality of the interviews that many CHSPE-takers who planned to leave school for work already were working part time while going to school-- in most instances at the same job theytook after leaving school.

3. A more probing study into differentiating characteristics of males and females would have been in order, especially given the statistic that proportionately more males passed the exam than females (page 66).

4. I asked about older siblings in order to gain a sense of the degree to which the respondent followed their occupational or schooling patterns, or asked/took their advice. Then I neglected to analyze this data (a) for any differences between with respondents with older siblings and those without older siblings;

(b) to actually answer the questions I posed a few lines above. At the time of the analysis, it appeared to time-consuming for the expected value of the findings relative to other findings I thought more policy-relevant. There is rich ground here for analysis, and other CHSPE surveys might well consider sibling characteristics.

5. First-time CHSPE-takers are likely to differ in certain characteristics from those who wait until the program is more established. Just how they differ is a subject for interesting and useful further research. One intriguing sign of a difference between first-time takers and second-time takers: Only 32% passed the March 1976 CHSPE, compared with 45% in December.

6. Livermore, of course, cannot be generalized to California. It will be important to obtain findings from cities such as Oakland, Los Angeles, and San Francisco, which contain minorities. A sampling of different types of communities will be highly interesting for the common patterns and disparities it reveals.

LIVERMORE FACT SHEET
1976

Population: 1950........4,364 — Area: 12.734 sq.miles
1960.......16,058 — Altitude: 480 feet
1970.......37,703
1975.......48,359
projected....1990.......67,300
Government: Council-City Manager — Tax Base '75-'76- $141,731,832
1975 Approx. taxable retail sales: $80,000,000 — Tax Rate: $13.08
Retail Sales Tax: 6 1/2%. Approximate breakdown: State - 5%(approx.1/4% relinquished to local MTC), City-County -1%, Rapid Transit 1/2%
Median Income: $12,500 — Financial: 7 banks, 3 savings & loans
Police Dept.: 58 employees and approx. 30 reserves
Fire " : 45 "
Sewage: 3.8 m.g.d. and 5 m.g.d. possible
Water supply: Present supply adequate
Utilities: Water - City of Livermore and Calif. Water Service Co.
Gas & Electricity - Pacific Gas & Electric
Telephone - Pacific Telephone
Garbage Collection - Livermore-Dublin Disposal Co.
Cable TV - Tele-Vue Systems, Inc. Dublin
Manufacturing Employment: 1300 — Non-manufacturing employment 19,800
Climate: Sunny — Humidity: 35% to 62% October 50% to 69% April
Average Rainfall: 15" — Average Minimum Temp: 37° to 54°
Average Mean Temp: 47° to 71° — Average Maximum Temp: 57° to 88°
Radio & TV: Local FM station KKIQ, all bay area radio and tv
Newspapers: Four local and all Bay area dailies by subscription
Churches: 37 — Library: One 60,000-volume capacity
Medical Facilities: Valley Memorial Hospital, general
U.S. Veterans
4 convalescent hospitals, 2 medical clinics & 4 medical centers
Organizations: over 130 civic & service clubs
Approximate occupied dwellings: 15,789 - Vacancies 5.2%
Education: 15 elementary schools, 3 junior highs, 3 high schools, 3 parochial schools, 1 Bible college, Extension courses by Univ. of Calif. Chabot College, Valley Campus
Recreation: 26 parks & playgrounds, Del Valle Regional Park, Shadow Cliffs Regional Park, Sunol Regional Park, 2 golf courses, 1 miniture golf course, 1 bowling alley, 5 tennis courts, 15,000 seat capacity sports stadium, & a South Lake Tahoe Camping Ground.
Transportation: 4,000 ft., lighted airport with 360° tower. Other airports - 16 miles to Fremont, 16 miles to Hayward, 21 miles to Oakland, 23 miles to San Jose, 31 miles to San Francisco. Airport limousine service, air commuter service. Southern Pacific & Western Pacific railways for industrial service. Greyhound bus service. B.A.R.T. feeder buses & commute buses to Oakland & San Francisco.

1970 pop 37703 white 36,611
Others: 1092

.96

[illegible]

LIVERMORE VALLEY UNIFIED SCHOOL DISTRICT
--1973-74--
State, District, School Median Percentile Rank Scores
California State*/District Testing Program

Reading, Language, Spelling, Mathematics
- Grade 12

Group lassification	*Read. #5 %iles	*Lang. #3 %iles	*Spell. #3 %iles	*Math. #4 %iles
ate	50 State	50 State	50 State	50 State
istrict	91	79	72	94
el Valle H.S.	--	1	1	1
ranada H.S.	88	87	80	98
ivermore H.S.	93	73	67	80

Grade 12 - Reading Median Percentile Range (State Norms): 93-88
Grade 12 - Language Median Percentile Range (State Norms): 87- 1
Grade 12 - Spelling Median Percentile Range (State Norms): 80- 1
Grade 12 - Mathematics Median Percentile Range (State Norms): 98- 1

/21/75

THE LIVERMORE INTERVIEW SURVEY: ALL QUESTIONS ASKED

Asked all respondents at the start of each interview

1. What have you heard to be the major purpose of the exam? Open-ended.*
   ___ a way to get out of school early
   ___ to have more choice, to stay in school or leave
   ___ to test your proficiency
   ___ to reduce the dropout rate
   ___ other

2. How did you find out about the exam?

3. Did you talk it over with anyone about your taking it? Open-ended.

	Encouraged me to	Discouraged me from taking it	The individual's comments
	.... 1 2 3 4 5 (I made check mark along continuum)		
mother			
father			
teacher			
counselor			
dean			
sibling			
boss			
relative			
other			

Asked all respondents at the end of each interview

1. Are your parents living together? (Elaborate. If there were a father and a stepfather, for instance, I asked: "Who is more of a real father to you? Who are you closest with?" and used that person as "father.")

2. How far would your mother like to see you go in your schooling? What about your father? How far would he like you to go?

3. How far do you expect to go in your schooling?

4. Any older brothers or sisters? What are they doing, each of them?

---

*By open-ended, I did not suggest any answer. I listed options, as above, on my own cards only and waited for the respondent to offer his answer(s).

5. About how often are you absent, in terms of whole days out? About once a week, or once every two weeks, or less often?

6. About how often do you find yourself cutting a class? A few times a week? A few times a month? Any particular class? Open-ended.

7. What is your father's job? How much schooling did he complete?

8. What does your mother do? How much schooling did she complete?

The interview ended by giving the student the sheet which appears on the following page. While he filled it out I wrote additional comments pertaining to the oral interview.

Asked all nontakers

1. Why haven't you taken the exam? Open-ended.
___ Parent probably wouldn't approve
___ I like high school well enough to stay
___ There's nothing I could do on the outside
___ Afraid I'd fail the exam
___ Unsure employer/college would accept a CHSPE certificate
___ Can't afford the $10
___ other

2. So here you are in high school.... Would you say you're in school more because of the positive things about school itself (+) or more because of the lack of opportunities on the outside (-)?

On the (+) side, what are some of the specific pluses about school? Open-ended.
___ friends
___ interesting courses
___ some good teachers
___ sports
___ good preparation for college
___ other

On the (-) side: open-ended.
___ no jobs
___ no other kind of educational experience
___ other

3. Do you think you might still take the exam?

If yes, what would you do if you passed? Open-ended.

① Activities in school:

heck Usual grade: A A/B B B/C C C/D D D/F

Eng.
Soc. Stud.
Math

Ever expelled? a. yes b. no ⑥ Suspended? a. yes b. no

working now?
a. yes, full time
b. yes, part time
c. no

If yes, doing what?
If yes part time, what else do you do?
If no, what are you doing?

When do you think you'd marry?
a. by early 20's
b. mid-20's
c late 20's or later
d. maybe not at all

How old are you?

16	16½	17	17½	18	18½
a.	b.	c.	d.	e.	f.

Your highest grade level from high school; ~~so far~~ now;
a. 10th, 1st sem. c. 11th 1st sem. e. 12th 1st sem.
b. 10th 2nd sem. d. 11th 2nd sem. f. 12th 2nd sem.

Asked all those who took the CHSPE in December 1975

1. Who paid the $10? If you did, was it because you had the money, or your parents wouldn't pay, or...?

2. What did you think of the test? Were you surprised by anything about the test? Open-ended.

3. If your job were to write this kind of test, that would be worth the equivalent of a high school diploma, would you make it up any differently, or abbut the same? Open-ended.

4. Why did you take the test? Open-ended.
   ___ to leave school early
   ___ to test my proficiency
   ___ to have the choice of leaving or staying
   ___ to stay in school but take an easier load and not worry about credits
   ___ other

5. Put yourself back to last December, before the test. What was going to be your plan if you passed? If you failed? Open-ended.

Asked all those who passed and left school

1. When did you leave? Right after the exam? When you got your results? After the term ended?

2. Did you talk it over with anyone about staying in school or leaving? (same format as no. 3 on p. 1)

3. Why did you decide to leave? Open-ended.

   Would you say it was more because of the negative things about school itself (-) or the positive things to look forward to outside of school (+)? Open-ended. Specify +'s and -'s.

4. What did you do when you left? (I noted any changes from the plan before the test, no. 5 above, asking the student to elaborate.)

5. What are you doing now? Open-ended.

6. What are your plans for the next year or two? Open-ended.

7. Do you consider coming back to high school? Open-ended.

Asked all those who passed and stayed in school

1. When you found out you passed, did you talk it over with anyone about staying in school or leaving? (same format as no. 3 on p. 1)

2. Why did you decide to stay? (compare with pre-exam plans) Open-ended.

   The (+) or (-) question, same as no. 2 on p. 2.

Asked those who failed and left day school

1 - 5. Same as numbers 1, 2, 3, 4, and 5 on p. 3.

6. Did you, or will you, retake the exam? Open-ended.

7 - 8. Same as numbers 6 and 7 on page 3.

Asked those who failed and stayed in school

1. Why did you decide to stay in school? Open-ended.

   Would you say you're in school more because of (+) or (-)? Same format as no. 2 on p. 2.

2. Did you talk it over with anyone as to what to do next? (stay or leave, retake the exam or not...) Open-ended. Same format as no. 3 on p. 1.

3. Did you retake the exam in March?
   If so, did you study? How?
   Did the March exam seem easier, or harder, or about the same, or different in some way from the Dec. exam? Open-ended.

   If you didn't take the March exam, why not? Do you think you might take it again sometime? Open-ended.

4. If you did/will retake the exam, what are your plans if you pass this time? Same as they had been before the December exam? Elaborate. Open-ended.

the person number
1, 2 .... 50.
So on every "card" —
for every question —
I know who I'm
"talking to."

G M B
good, med.
or bad
grades.
I can break
it down by
leaving space:
E.g.,
Soc. studies,
math.

E L
marry in
early - to -
mid 20's?
Or late
20's or
later
or not at all?

16 17
age. I can
punch in
between
for 1/2 yr.
specificity

10 11 12
grade level.
I can punch in
between for
semester-specific

} articulate or less
articulate, as I judge,
by listening. Unsure
if any use to this.
But I put in just in case.

} independent thinker, or
less so. I get this from
the questions, "Did you
talk this over with anyone?"
- and the actual decisions
student made. I get it also from
the q. comparing how far parents
want him to go in school with
how far he wants to go.
I get it also from info. about
older siblings.

male or female

parents living together
or not. This may not be
that useful....

The margin Codes on each "card"

This info. comes from
(a) the questions I ask all
kids at the end ("AE" set of
questions),
or
(b) the written sheets which
each one fills out at the
very end of the interview,
or
(c) and my own judgement on —
one (the articulateness)
or
(d) Also my own observation
on MF and race.

lots of activities A
M
N
no or few
activities
in school.

working fulltime F
" parttime P
not working
currently N

(mom) (ru) (
punch how
far in sch.
these people
think I/S
should go.
D = dipl. or equivalent,
like CHSPE
D
S
BA
>

mother / father's highest
ed. level. Diploma,
some college, Bach, or advanced
degree.

Older

(1/wk)
absent often,
sometimes (1/2 wks)

white W
black B

Are you now attending

public high school .... ○
continuation high school .... ○
private/parochial school .... ○
other school (Print in box below) .... ○

not attending school .... ○

Response	% Public H.S.		% Continuation H.S.		% Private/Parochial	
85.1	72.8		14		1	
	% Pass	% Not Pass	% Pass	% Not Pass	% Pass	% Not Pass
	48.1	51.9	33	67	52.6	47.4

% Other School		% Not Attending	
2		10.1	
% Pass	% Not Pass	% Pass	% Not Pass
46.9	53.1	44.2	55.8

How often are you absent from school, generally?

one day a week .... ○
one day every two weeks .... ○
less often than one day every two weeks............ ○

Response	% One day a week		% One day every two weeks		% Less Often	
81.4	35.5		20.8		43.7	
	% Pass	% Not Pass	% Pass	% Not Pass	% Pass	% Not Pass
	41.7	58.3	48.2	51.7	47.7	52.3

The first choice in question 6 should have been "one day a week or
ore often." Test proctors were instructed to read this correct
ording to the examinees before they began the questionnaire.)

California High School Proficiency Exam
Questionnaire

In the December, 1975, administration of the California High School Proficiency Examination (CHSPE), 12,150 persons took the exam and 5,430 (45%) passed. Examinees were asked, at the test site, to complete a voluntary questionnaire--with the understanding that their responses would not be associated with them as individuals.

---

ssuming that you will pass the CHSPE, do you plan to tay in high school and receive a regular diploma?

Yes ○ No ○

% Response		% Pass		% Not Pass	
85.2		45.4		54,6	
% Yes	% No	% Yes	% No	% Yes	% No
14	86	15.4	84.6	12.8	87.2

o you plan to enroll in community college soon after eaving high school?

Yes ○ No ○

% Response		% Pass		% Not Pass	
85.3		45.5		54.5	
% Yes	% No	% Yes	% No	% Yes	% No
58.5	41.5	63.1	36.9	54.7	45.3

o you plan [illegible] work full time soon after leaving high chool?

Yes ○ No ○

% Response		% Pass		% Not Pass	
85.1		45.5		54.5	
% Yes	% No	% Yes	% No	% Yes	% No
59.2	40.8	54.3	45.7	63.3	36.7

o you plan to attend a university or four-year college some future time?

Yes ○ No ○

% Response		% Pass		% Not Pass	
84.3		45.6		54.4	
% Yes	% No	% Yes	% No	% Yes	% No
51.1	48.9	58.6	41.4	44.9	55.1

grades 7 through 12, inclusive, have you ever eived a final grade of "F" or "failing" for any demic course?

Yes ○ No ○

% Response		% Pass		% Not Pass	
85		45.6		54.3	
% Yes	% No	% Yes	% No	% Yes	% No
53.3	41.7	49.8	50.2	65.6	34.4

many elementary schools (through sixth e) did you attend?

.... ○
.... ○
e .... ○
r.................... ○
or more .... ○

esponse	% One		% Two		% Three	
85.8	30.3		28.5		18.5	
	% Pass	% Not Pass	% Pass	% Not Pass	% Pass	% Not Pass
	45.1	54.8	43.8	56.2	45.8	54.2

% Four		% Five or more	
11.1		11.5	
% Pass	% Not Pass	% Pass	% Not Pass
48.2	51.7	49	51

w many schools have you attended since the h grade?

.... ○
.... ○
e .... ○
r.................... ○
or more . ... ○

esponse	% One		% Two		% Three	
86	5.3		41.4		27.4	
	% Pass	% Not Pass	% Pass	% Not Pass	% Pass	% Not Pass
	32.5	67.5	48.1	51.9	44.9	55.1

% Four		% Five or more	
14.9		10.9	
% Pass	% Not Pass	% Pass	% Not Pass
43.9	56	46.9	53.1

What grade do you generally get in these subjects:

	A/B	B/C	C	C/D	D/F
nglish	○	○	○	○	○
ocial Studies	○	○	○	○	○
cience	○	○	○	○	○
athematics	○	○	○	○	○
hysical Education	○	○	○	○	○
ocational Education (homemaking, shop, business courses)	○	○	○	○	○
oreign Language	○	○	○	○	○

	% Response	% A/B			% B/C			% C			% C/D			% D/F		
			% Pass	% Not Pass		% Pass	% Not Pass		% Pass	% Not Pass		% Pass	% Not Pass		% Pass	% Not Pass
lish	84.9	30	64	36	32	43.1	56.9	22	34.3	65.6	13.2	30.7	69.3	2.8	37.2	62.8
. Sci.	84.4	23.7	70.4	29.6	31	47.5	52.5	25.2	33.8	66.2	16.1	29.2	70.8	4	28.7	71.3
ence	83.3	20.9	68.4	31.6	31.5	50.8	49.2	28.8	35.6	64.3	15	28.8	71.2	3.8	25.9	74.1
	83	27.6	64.4	35.6	31.5	47.5	52.2	23.6	34.5	65.5	13.8	29.4	70.5	3.4	24.1	75.9
.	82.7	47.4	49.1	50.8	26.6	44	56	13.5	42.2	57.8	6.9	38.4	61.6	5.6	45.2	54.8
. Ed.	77.4	48.9	55.3	44.7	33.4	41.4	58.6	13.1	34.4	65.5	3.8	29	71	.07	21.3	78.7
. Lang.	61	20.3	70.7	29.3	21.5	57.3	42.7	26.4	44.2	55.8	19.8	37.1	62.9	12	33.5	66.5

ow many older brothers and/or sisters do you
ave?

......○
......○
......○

3 ....○
4 or more ....○

Response
83.6

% 0		% 1		% 2	
27.3		27.5		21.1	
% Pass	% Not Pass	% Pass	% Not Pass	% Pass	% Not Pass
50.7	49.3	46.6	53.4	43.8	56.2

% 3		% 4 or more	
12.5		11.5	
% Pass	% Not Pass	% Pass	% Not Pass
42.9	57.1	39.6	60.3

w many younger brothers and/or sisters do you
ve?

......○
......○
......○

3 ....○
4 or more ....○

esponse
83.9

% 0		% 1		% 2	
35.8		29.2		18.7	
% Pass	% Not Pass	% Pass	% Not Pass	% Pass	% Not Pass
47	52.9	46.1	53.9	45.4	54.6

% 3		% 4 or more	
9.6		6.7	
% Pass	% Not Pass	% Pass	% Not Pass
42.4	57.6	43.7	56.3

language other than English is spoken in your home,
rk which one of the following it is:

inese ....○
anish ....○
ilippine dialect ....○
rtuguese ....○
er ....○

sponse
13.7

% Chinese		% Spanish		% Dialect	
2.6		43.4		3	
% Pass	% Not Pass	% Pass	% Not Pass	% Pass	% Not Pass
47.8	52.2	30.8	69.2	31	69

% Portuguese		% Other	
4		47.1	
% Pass	% Not Pass	% Pass	% Not Pass
35.8	64.2	34.3	65.7

[illegible]

h .... ○
th .... ○
th .... ○
th .... ○
her or not enrolled .... ○

esponse	% 9th		% 10th		% 11th	
84.4	1		4.3		51	
	% Pass	% Not Pass	% Pass	% Not Pass	% Pass	% Not Pass
	16.7	83.3	28.3	71.7	45.8	54.1

% 12th		% Other	
38.2		6.3	
% Pass	% Not Pass	% Pass	% Not Pass
47.1	52.9	48.9	51.1

ve you been active in a school program or
ograms in:

	Yes	No
sic	○	○
blications	○	○
hletics	○	○
bs	○	○
dent government	○	○
amatics	○	○

	% Response	% Yes	% No	% Pass	% Yes	% No	% Not Pass	% Yes	% No
usic	74.7	26.5	73.5	46.9	27.9	72.1	53.1	25.3	74.7
ublications	71.3	11.9	88.1	47.7	15.3	84.7	52.3	8.8	91.2
thletics	72.3	37.3	62.7	46.6	37.5	62.5	53.4	37.1	62.9
lubs	73.0	26.4	73.6	47.4	30.3	69.7	52.6	23	77
tudent Gov't	71.3	11	89	47.6	14	86	52.4	8.3	91.7
ramatics	72.1	15.6	84.4	47.5	17.1	82.9	52.5	14.2	85.8

hich of the following groups do you believe you
t nearly belong?

erican Indian or Alaskan Native (persons having
ins in any of the original peoples of North
erica) ....○

n or Pacific Islander (persons having origins in the
East, Southeast Asia, or the Pacific Islands--this area
ludes, for example, China, Japan, Korea, the Philippine
nds, and Samoa) ....○

k, not of Hispanic origin (persons having origins in
of the black racial groups) ....○

panic (persons of Mexican, Puerto Rican, Cuban,
tral or South American origins, or of Spanish culture
origin, regardless of race) ....○

ite, not of Hispanic origin (persons having origins in
of the original peoples of Europe, North Africa, the
dle East, or the Indian subcontinent) ....○

Response	% Am. Indian		% Asian		% Black	
77.1	13.8		3		2.1	
	% Pass	% Not Pass	% Pass	% Not Pass	% Pass	% Not Pass
	28.8	71.1	44.3	55.7	17.4	82.6

% Hispanic		% White	
7.6		73.6	
% Pass	% Not Pass	% Pass	% Not Pass
33	67	53.3	46.7

(see note, on back)

t is the level of education achieved by the head of
household in which you now live?

than a high school diploma ....○
school diploma ....○
munity college academic degree or completed
blic or private vocational program after
ving high school ....○
ersity or four-year college degree ....○
nced degree beyond four-year college degree
d/or teaching credential ....○

Response	% Less Than Diploma		% H.S. Diploma		% Comm. Coll. Degree	
80.8	14.7		34.8		18.9	
	% Pass	% Not Pass	% Pass	% Not Pass	% Pass	% Not Pass
	38.3	61.6	40.5	59.5	48.5	51.5

% Four-year Degree		% Advanced Degree	
15.8		15.8	
% Pass	% Not Pass	% Pass	% Not Pass
51.3	48.7	59.8	40.2

Note to results of question 16:

Staff in the State Department of Education's Office of Program Evaluation and Research (OPER) believe that responses to question number 16 do not accurately reflect the ethnic distribution of those who responded to the question. The ethnic categories and definitions used in the question are those promulgated by the federal Department of Health, Education, and Welfare's Office of Education and recommended by that Office for use by all education researchers nationwide so as to permit uniform comparability of ethnically related data. As such, the ethnic categories and definitions were intended primarily for third-person descriptive use by information gatherers--not for independent self-identification by members of research populations. OPER staff believe that a significant number of CHSPE examinees simply misunderstood one or more of the Office of Education definitions.

EDUCATIONAL IMPLICATIONS OF THE CHSPE FOR THE SCHOOL

Educators and other school personnel would want to know what type of student is likely to take the CHSPE--

and leave school early if he passes/fails. For instance:

> "Is it the bright ones whom we don't want to lose, who make teaching a joy? Is it the borderline troublemakers or actual troublemakers, whom it would be less unfortunate to lose? For some of these latter, the benefit of their leaving might outweigh the cost in terms of ADA loss."

and stay in school if he passes/fails. For instance:

> "Is it the lazy ones who want to get out of requirements? Is it the ones who are behind in credits? Is it our artistic ones who know precisely the courses and teachers they want and perhaps shouldn't be burdened with some of the requirements?"

Livermore educators can obtain a "profile of the potential CHSPE-taker" from the findings of the student survey. They will find that in general--

1. They will not have to worry about losing their "treasure" students.

2. They are more likely to lose disaffected students, some of whom might have impeded the educational process in the classroom. To the extent this is the case, certain negative spillover affects upon other students (nontakers of the CHSPE or takers who could not pass and remain in school) will be alleviated. The school may already have a relatively low level of investment in this type of student, just as the student prefers to invest little in the school. The CHSPE in this sense perhaps would make both the school and the early leaver better off. The CHSPE could serve as a "gentlemen's escape valve" for both, a means of mutually giving up without admitting failure, a means of saving face, a means of opting out without dropping out.

School officials would then ask, among other things, whether any coaching toward the exam should be offered to certain students, while other students would be urged to stay in school and not take the exam. Further, the school may suggest to some potential CHSPE-takers or leavers that they enroll in night school. As mentioned on page 42, from a budgetary standpoint, night school "subsidizes" regular day school.

Those who take the exam, pass, and stay in school in order to take a more pleasurable set of classes will create an unexpected situation for the high school. In California, the Education Code and the Administrative Code state that particular courses be offered to fulfill graduation requirements and that each student take a given number of courses. Beyond this, each district has a high degree of autonomy in establishing and creating exemptions from its own graduation requirements.[1]

When I asked a Livermore High administrator what the school's policy would be in the situation underlined above, he replied: "As long as there is room in the desired classes, and as long as they take at least four classes, they are welcome to take whatever they want."[2] In this way ADA revenues would be retained.

---

[1] California Education Code, Sec. 8574, as amended by AB 665 in 1972-73 to grant more local autonomy.

[2] Vice Principal, Livermore High School, telephone conversation, April 29, 1976.

What shape would district or school policy take in the event that many students start taking the exam with the intention of passing and staying in school to take pleasurable, popular, non-required courses? An outcry among legislators who support the CHSPE program and among taxpayers in general can be anticipated: "Wait a minute! The CHSPE was not supposed to make our schools resorts!"

The district presently can require that all enrolled students must adhere to the established course requirements-- including those who have passed the CHSPE. However, two possible consequences of implementing this policy are: (1) Those unhappy in the school setting may not take the CHSPE be remain disgruntled and impede the educational process in the classes they take; (2) Those gravely disaffected may take the CHSPE with a signleminded intention to leave, and ADA losses may occur.

Viewed another way, the district may not see this form of student choice as a problem. The district or school may be one that has wished its high school curriculum were more diverse than it is; it may feel overly tied down with required courses and would prefer to "enrich" its offerings. This type of district or school may welcome the CHSPE-passer's choice of staying in school to take more agreeable classes. If enough students make this choice, demand for diversified, innovative nonrequired courses would increase. In this situation, teacher supply would be shifted, and teachers who "major" in English and "minor" in art, for example, would begin supplying more art.

The CHSPE thus could take on an entirely different meaning, in addition to its current interpretation as simply a way to exit early. And in fact, implicit in Gregorio's legislative intent was his desire to alert high school teachers and administrators to make education more responsive to students so that they might have a positive incentive to stay in school (page 24). Of course, the district receptive to this new expression of choice would find its ADA revenues less jeopardized.

To conclude, larger numbers of students may seek coaching or study on their own in a concerted effort to pass the CHSPE. Upon passing, their certificates would be placed in their files as they are now. Having fulfilled their legal mission and earned this credential, they are free to stay in high school, if they choose. If the school's offerings correspondingly are "enriched" or diverse enough, school could become a quite different place from what it is now, as a result of the CHSPE.

How might teachers respond to the CHSPE?

Every 16-or-17-year-old sitting in a classroom has the option of taking the CHSPE and trying to leave high school early. In addition, those who have passed the exam and stay in school may walk out at any time. How does the very existence of such choice affect teaching? Entering the realm of speculation, two of many possible teacher reactions are suggested:

Teacher X, tenured:

> I teach what I consider worthwhile for students to know. If they don't like what I teach, they can take the CHSPE. If many students do this and leave school, it's all right with me. They probably dodn't want to be here and may have dragged down the quality of education. This way, teaching those who are left will be more satisfying. (Unless, that is, a lot of those left are those who failed the exam and are locked into being here.) Personally, if there is a CHSPE exodus from school, I probably won't be laid off, since I have tenure.

Teacher Y, untenured:

> What can I do to make my students enjoy this class? More entertainment? More challenge? More strictness with regard to standards? If they take the CHSPE, or if they leave, it may reflect poorly on me. If many leave, my job would be among the first to go.

At this early stage, the implications we have been discussing have not yet come to the forefront. Those involved with high schools who read this paper undoubtedly will raise further questions in their attempt to form opinions, guidance counseling practices, and official policies relating to the CHSPE program.

More philosophical questions implied by the CHSPE:

1. To what extent should secondary schooling be oriented toward survival skills in an economic system whose demands on the consumer call for increasing sophistication? To what extent should it be oriented toward more of a liberal arts tradition?
2. To what extent does the CHSPE represent one more sign of a general lowering of academic standards and educational expectations?
3. To what extent does the CHSPE contribute to the playing to young peoples' impatience?

And so forth. An exhausting array of questions-- each worthy of further study-- has been asked already, and the reader has undoubtedly thought of more.

If few other real options among postsecondary institutions and in the labor market provide "ins" which correspond to the "out" offered by the CHSPE, students disaffected with the system of secondary schooling may be pulled inward to that system, and the overall educational impact may be corrosive to a degree not anticipated by those who created or supported the CHSPE program. The following section examines the extent of choice open to the CHSPE certificate-holder outside of high school-- namely, by postsecondary educational institutions and employers.

THE EXTENT OF CHOICE OPEN TO THE CHSPE CERTIFICATE-HOLDER

FOR THE COLLEGE-ORIENTED

The University of California will accept the certificate in lieu of the regular diploma; however, all other University entrance requirements-- certain subjects, grades, tests-- must be met.

According to Sandy Douglas of the Office of the Vice President for Educational Relations, CHSPE students will be screened by the same criteria as all other freshman applicants-- with a special eye, if possible, to maturity and ability to integrate with university students. Hints of these qualities can show up on the written application (in the form of many activities on top of a full class load, or recommendation letters), or during a personal interview.

"They must show that academically they can do real college work."[1] No special remedial treatment is expected to be set up. In fact, the University in general is narrowing its remediation offerings, which had proliferated during the mid-to-late sixties to aid minorities.

It is plausible that certain campuses might use the CHSPE as an additional criterion for screening applicants. This may occur if the campus is a "redirecting campus" in a given year. A "redirecting campus" is one that has received more "early" applications than it can accomodate in its entire freshman class.

---

1. Sandy Douglas, interview, April 21, 1976.

This year Berkeley and Davis are redirecting campuses. Neither has suggested using the proficiency exam as an additional criterion, and Douglas does not foresee such a suggestion in the near future.

The pattern of subjects required by the University can be taken while the potential CHSPE student is in high school (with its customary summer school), given careful and early planning. Or the 16-year-old who passes the CHSPE can enter community college and there fulfill the subject requirements in one or two semesters, before entering the university-- again, having planned carefully. As the exam moves into its second and third years of operation and becomes better known, some ninth grade potential CHSPE-takers may be able to plan early for university entrance directly from high school, as much as two years in advance of the usual age 18.

One potential obstacle for the 16-year-old successful CHSPE candidate is that of age discrimination. According to Michael Smith, University Legal Counsel, no University policy prohibits age discrimination for students. Policies relating to the age factor may vary campus to campus or admissions officer to admissions officer.

What about living arrangements for the 16-year-old admitted to the University? A campus may adopt a policy requiring students (or certain students, such as freshmen) to live in dorms, though this is highly unlikely to occur.[2] A 16-year-old cannot make his own apartment lease contract; his parent would have to sign.

---

[2] Michael Smith, interview, April 21, 1976.

At Stanford and Mills, attitudes toward the CHSPE certificate are much more restrictive. Stanford flatly will not accept the certificate. According to Fred Hargadon, Dean of Admissions, "we looked at the test and were of the opinion that it could not possibly be the equivalent of a diploma."[3] Stanford officials feel that acceptance of the certificate would imply an acceptance, in a sense, of lowered quality.

Mills College claims an official policy similar to that of the University of California. Unofficially, however, Mills admissions personnel greatly prefer a traditional college-preparatory route through high school.[4] The college is concerned with maturity and desires personal interviews if at all possible.

In general-- and at this early point in the life of the CHSPE-- the high school student academically oriented toward any "elite" institution or possibly the University of California probably is better off taking the traditional college-preparatory route through high school. Stanford's position may set the tone for institutions of similar quality.

Most high schools offer a number of options that enable this type of student to complete high school up to a year early. These include "acceleration"-- heavier class loads plus summer school-- and various high school/college programs in which the student spends part of the day at the community college, state university, or U.C. campus and can receive either high school or college credit.

---

3. Fred Hargadon, interview, April 21, 1976.
4. Patricia Dorsey, Assistant Dean of Admissions, Mills College, interview, April 21, 1976.

The California State University system accepts the CHSPE certificate in lieu of a diploma, but the freshman applicant must fulfill the system's other requirements. California State University selects first-time freshmen on the basis of an eligibility index. The index is computed using the high school grade point average on all course work completed "in the last three years of high school (exclusive of physical education and military science)"[5] and the ACT composite or the SAT total score of verbal plus math. No pattern of particular subjects is required to have been taken.

According to Mark Guracke of the Office of the Vice Chancellor for Academic Affairs, fewer than three years of a grade point average is quite acceptable.[6] In the case of a CHSPE student, perhaps the admissions officials would dip into the ninth or eighth grades for use in the index.

Successful CHSPE candidates admitted may be offered extra guidance counseling, but they will be treated academically like all other students. Essentially, the California State University system welcomes CHSPE certificate-holders.

The community college is likely to treat the academically-oriented and the vocationally-oriented CHSPE entrant equally with all other students. The entire range of offerings is open to him on the same basis as it is to all others.

---

[5] Quoted from catalog, California State University, Hayward.
[6] Mark Guracke, interview, April 22, 1976.

"On the English placement test," reports Irving Batz, Director of Student Personnel Services at Chabot College, the community college to which Livermore students would go, "one out of the three CHSPE students was able to place into English 1A. We suggested to the other two that they take the more basic English course first."[7]

When waiting lists for certain programs occur, community colleges may have different policies regarding which persons to admit to them. A policy may be age-discriminatory, taking youngest CHSPE students last. However, at Chabot the sole criterion is that of experience, according to Batz. For instance, those selected for the popular dental hygeine program tend to have the most coursework and experience related to dental hygeine.

I asked Batz whether the community college welcomed CHSPE students perhaps to add to the pressure upon the Governor to remove the 5 percent cap on community college enrollment.

"I don't see it that way. It's infeasible to suppose the cap will be lifted," he replied. Responses to this question will vary over community colleges and among officials within them. One budget official of another community college district within Alameda County openly expressed this incentive to welcome CHSPE students.[8] It is difficult but very important to distinguish an education official's or a budget official's personal view from the formal view he expresses as representative of his organization. Further research on the CHSPE should be sensitive to this distinction whenever officials are interviewed.

---

7. Irving Batz, interview, April 29, 1976.
8. Peter A. Barthelme, Business Officer, South County District (which encompasses Chabot and other community colleges), interview, March 1, 1976.

A related question was whether the community college could see itself as competing with the high school for students.

Said Batz, "We don't compete for CHSPE students. We don't want to interfere with high school or adult (night) school. We do not clamor for these kids. (underlining added) We already are over the 5 percent limit, and our taxpayers are paying for the excess." Responses to this question, too, may vary across community colleges. A community college not growing to its own expectations may answer the question more affirmatively.

Batz, speaking from his previous experience as a high school teacher, would not want to see many bright, inspiring high school students leaving high school as a result of the CHSPE, for these students made teaching a joy for him. According to my survey, however, few such students are taking the CHSPE route. Rather, successful CHSPE individuals who leave high school tend to be relatively bright but on the verge of "making trouble" because of frustration or boredom with high school.

One concern voiced by a number of community college officials is that CHSPE students might swell the remedial courses, which a number of community colleges are moving gradually to de-emphasize, similarly to the direction the University of California is taking.[9]

At one point I asked Batz: "Here I am, a 19-year-old without a diploma yet. The bill has been passed which allows 18-year-olds-and-older to take the CHSPE. Would you advise me to take the CHSPE, the GED, or attend courses and earn a regular diploma?"

---

[9] Ann H. Duncan, Trustee of South County Community College District, interview, May 4, 1976. Also reported by Harley Sorensen, Director of Curriculum Services, Alameda County Superintendent of Schools, interview, Feb. 24, 1976.

"Not the CHSPE," he repled. The CHSPE is new and limited in that it does not indicate readiness for college work. He added that it does not demonstrate writing ability to his satisfaction. He advised me that I do not need a diploma at all-- if I enroll in a community college and earn an A.A. degree. It appears that once any higher degree is earned, it does not matter whether the individual obtained a high school diploma.

Essentially, Batz views the CHSPE as a safety net against completely dropping out of high school. His personal view, like that of a great many high school teachers, counselors and administrators (quite apart from their concern over revenues), and like that of many parents, is that educationally, why rush? The high school has socializing value, if not academic learning value, according to this widely held view. (To the question, "If the high school has social value, why are so many students apathetic or bored, and what can be done about it?" often comes little or no solid answer.) Batz and others in similar positions would advise a student to take the CHSPE and leave high school only in special cases; in such cases the CHSPE may be a highly useful option. Like many, he may hope that the CHSPE will take its place-- a small, selectively used place-- among alternative paths to a diploma to the extent that a diploma is desired.

The conversation with Bats has been recounted not to provide answers but to take note of the questions to be asked in any community college, and from these, perhaps patterns of responses will emerge.

Among the many possible questions for further research raised in this subsection, a few are noted below:

1. What would be the effects of competition between community college and high school for students, in terms of teacher motivation and educational quality?

2. To what extent will CHSPE students swell the ranks of post-secondary remedial courses, and what alternative responses might emerge?

3. Questions relating to age discrimination are raised-- legally and educationally. Educationally, what are the advantages and disadvantages of peer grouping with respect to age? What would happen to the quality of learning given various age mixes? How important a factor is "maturity"?

FOR THOSE ORIENTED TOWARD FULL-TIME WORK

The California laws relating to employment of persons between the ages of 16 and 18 (California Labor Code, sec. 1290 et seq.) are linked with the state's school attendance laws (California Education Code, sec. 12158; sec. 12551 et seq.). Basically, the two codes require that the individual must be 18 or a high school graduate to work full time. The individual who is between 16 and 18 and still under the jurisdiction of the school (has not received a diploma) must obtain a work permit from his school in order to work. He may work enough hours to be considered a "full time" employee; but in any case he must attend high school at least four hours per week.[1] The individual between 16 and 18 who leaves school having passed the CHSPE is considered a high school graduate, needs no work permit, and legally may work full time.

We recall that the CHSPE is the legal equivalent of a high school diploma. A successful CHSPE candidate aged 18 or older legally is screened for jobs on the same basis as a regular high school graduate. How do employers regard the 16-or-17-year-old CHSPE certificate-holder who applies for a full-time job?

Most employers I contacted either were unaware of the CHSPE or had not had occasion to consider a job applicant who had passed the CHSPE. The State of California and the U.S. Army will accept the certificate. The State of California will consider 16-and-17-year-old CHSPE-passers equally among all applicants for the given job.

---

[1] Page 3 reports the relevant Education Code provisions.
[2] Pacific Telephone, Security Pacific Bank, Bank of America, Livermore Memorial Hospital, Safeway Stores, Sambo's, the state Employment Development Department (three offices), U.S. Civil Service Commission. Telephone calls, May 5, 1976.

The most articulate respondent among employers I reached was Ann H. Duncan, Director of Personnel for the City of Livermore (225 city employees).[3] She knew very little about the CHSPE; as I related more information about the exam, I noticed a degree of skepticism. At this early point Duncan would prefer new personnel with the following credentials, in order of preference:

1. GED - perhaps the best indicator of competency
2. The regular high school diploma
3. CHSPE certificate - the least preferred

Duncan stressed that she is much less interested in the credential than in (1) the ability to think quickly and with mature judgement in many situations; (2) job-related experience; (3) performance on internally-specified job-related tests.

This preference for the GED is shared by unions and many other employers, according to Dr. Harley Sorensen, Director of Curriculum Services for the Alameda County Superintendent of Schools.[4] The GED is nationally standardized and assures a certain level of competency; criteria for awarding a diploma, on the other hand, vary from school district to school district, and the diploma is no guarantee of competency.

"A lot of people in the business community have decided that the diploma means nothing," stated Sorensen.

---

3. Ann H. Duncan, interview, May 4, 1976.
4. Harley Sorensen, interview, February 24, 1976.

Employers' reactions to the CHSPE are difficult to predict. It is unclear whether they will share Duncan's low regard for it or even whether Duncan's own view might change over time.

Let us place the speculated preferences of employers for the GED, the diploma, or the CHSPE into their legal setting. Current employment law holds that all three credentials must be validated by the employer as job-related-- that is, proven to be prerequisite to successful performance of the job at hand. Why must they be validated? The legal reasoning behind this rule follows, in step-by-step fashion:

(1) "Adverse effect." Let us take the CHSPE as an example. We recall from page 5 that the CHSPE is a norm-referenced exam, geared to the median, second-semester high school senior. Half of those who take the CHSPE are expected to fail. Do disproportionate numbers of minorities fail the exam? If so-- if the skills tested in this exam are not present in minorities to the same extent that they are in whites-- then the CHSPE in legal terms has an "adverse effect" upon minorities; its effect is to discriminate against minority groups.

Statistics from the December CHSPE indeed seem to point to adverse effect. Of the blacks who took the exam, only 17% passed. Of the whites who took it, 53% passed.[5]

---

[5] From the analysis of the questionnaire accompanying the December CHSPE. See appendix to the student survey section. Which statistics to cite in the courtroom is an issue in itself and cannot be treated here. The statistic I quoted, comparative pass rates among racial groups, is one that would be considered valid. Consultation with David White, Childhood and Government Project, University of California, Berkeley, May 21, 1976.

(2) Adverse effect and the law. Title VII of the Civil Rights Act of 1964 and the Equal Employment Opportunity Act of 1972 made it unlawful for an employer to use the results of a test to discriminate because of race, color, religion, sex, or national origin.[6] The Equal Employment Opportunity Commission (EEOC) was established to enforce Title VII and to create guidelines for employers to use in evaluating their employment practices. In revising the guidelines in 1970, the EEOC noticed a proliferation in the use of tests to make hiring decisions. The EEOC further noted that the testing procedures used often were of questionable validity-- used without evidence that they were valid predictors of successful job performance. Since many of these tests had adverse effects upon minorities, their use in hiring was called into question.

Any employment practice that operates to exclude members of minority groups protected by Title VII, held the Commission, is prohibited unless it can be demonstrated to be clearly job-related. This policy applies also to educational background requirements, including the high school diploma, the GED, and the CHSPE.

(3) Job-relatedness. Is the credential, then, clearly job-related? We use the diploma this time as our example. The diploma has been shown to have an adverse effect upon minorities.

---

6. Civil Rights Act of July 2, 1964. PL 88-352, as amended Mar. 24, 1972. Equal Employment Opportunity Act of 1972, PL 92-261. Two major sources for this subsection were David White of the Childhood and Government Project, Univ. of Calif., Berkeley, interviews in April 1976 and unpublished paper he wrote; and Sheila Huff, "Credentialing by Tests or by Degrees: Title VII of the Civil Rights Act and Griggs v. Duke Power Company," Harvard Educational Review, May 1974.

If a hiring discrimination suit were brought against an employer for his requiring the diploma for employment, first the *plaintiff* would have to prove that the diploma indeed has an adverse effect upon minorities. Once shown, then the *defendant* would have to prove that the diploma is essential for the successful performance of the job at hand — job-relatedness. The same procedure would hold for the CHSPE or any other practice used in hiring that may have a discriminatory impact.

Two well-known cases consider the high school diploma *too broad* an instrument to be job-related: *Griggs v. Duke Power Company* (1971) and a 1973 case which confirmed *Griggs*, *U.S. v. Georgia Power Company*.[7] These legal developments have had the effect of reducing the employment value of the high school diploma as a credential. Employers increasingly do not care whether the applicant possesses a diploma or diploma equivalent. Instead, and to assure themselves that they can respond to any discrimination suits against them, many employers lately have developed internal, extremely specific, job-related tests which are intended to predict the applicant's likely success in performing the job at hand. These internal tests are often costly to the firm, but they are effective in protecting the firm from charges of discrimination in hiring.

---

[7] *Griggs et al v. Duke Power Company*, 401 U.S. 424 (1971). *U.S. v. Georgia Power Company*, 474 F.2d 906 (5th Cir. 1973).

Implications for the CHSPE

As news spreads of the existence of the CHSPE, employers might look favorably upon a job applicant who presents a CHSPE certificate, for it guarantees a certain level of competency. In a sense it conveys more information than a diploma. CHSPE applicants are guaranteed to possess reading and computing skills adaptable to many jobs.

In addition and especially for medium-sized or smaller firms, the CHSPE is an external screening instrument, costless to the firm and able to be used to reduce its information costs.

Another possible attraction of the CHSPE: Credential requirements in general during periods of excess labor supply are increased, even though the specific job skill levels remain unchanged.[8] An employer in an employer's market tends to choose the applicant with more credentials. Implicitly the employer realizes that he probably must pay this individual somewhat more than those with fewer credentials. CHSPE certificate-holders are guaranteed to possess certain skills; the employer is assured that a certain "quality" is being purchased, especially given the statistic that substantially fewer than half of all CHSPE-takers have been able to pass. At the same time, presently CHSPE job applicants are 16½ to approximately 18 years old and unlikely to have much experience or other credentials. Therefore, the employer can offer a lower wage and still receive "quality." By this reasoning the firm could resist the trend of hiring those with numerous credentials and having to pay correspondingly high wages.

---

[8] For supporting literature, see Melvin Herman, Stanley Sadofsky and Bernard Rosenberg, eds., Work, Youth and Unemployment. Crowell, 1968.

We have mentioned several reasons why employers might be attracted to job applicants who present CHSPE certificates. We now recall that the CHSPE is likely to have an adverse effect upon minorities. If an employer were to require that new personnel filling certain positions pass the CHSPE, in the event of a hiring discrimination suit would the employer be able to prove the job-relatedness of the CHSPE? It is highly unlikely. The CHSPE is quite broad compared with the specific internal tests many firms have been developing. It probably is not specific enough to fulfill the employer's legal burden of proof. Therefore, the CHSPE is unlikely to become legitimate as an employment prerequisite.

However, an employer with a tendency toward racial discrimination could adopt a policy or habit of "suggesting" that applicants obtain a CHSPE certificate and thereby "stand a better chance" to be hired. If SB 1502, which allows persons aged 18 and older to take the exam, becomes enacted, this possibility of slipping around the law would have to be faced.

When one speaks of "choice" for the CHSPE certificate-holder, it is also necessary to think of spillover effects upon others-- in this instance, upon minorities unable to pass the CHSPE. Their employment opportunities may be further narrowed if employers use the CHSPE as an instrument for hiring.

Choice and the CHSPE Certificate-holder

Little can be predicted at this stage as to the degree to which employers will be attracted to the exam. The three advantages suggested on page 97 may be outweighed by negative opinions such as those of Ann Duncan of the City of Livermore. That is, those with experience and apparent maturity may be hired before the young CHSPE certificate-holder who left high school early.

To the extent that CHSPE applicants will be rejected in favor of those more experienced, older, more mature, or more highly credentialed, choice for this type of CHSPE certificate-holder will approach nonexistence. CHSPE-takers who want to work may find themselves pulled back into the high school; in the longer run few job-oriented students desiring to leave school early will consider it worthwhile to take the CHSPE at all. The school still will have "on its hands" this population of dissatisfied, "unsuccessful" students, possibly more frustrated because while the CHSPE would exist as an "out," no corresponding "in" would be provided by the labor market.

CONCLUSION

The CHSPE attempts to respond to two situations: (1) a set of age-based compulsory school attendance laws whose validity is increasingly called into question for insufficiently-reasoned constriction of student choice, and (2) a growing outcry that today's diploma fails to assure competency in the basic reading and computing skills. The following conclusions evaluating its success with these attempts are drawn:

(1) The extent of choice outside of the high school for the CHSPE certificate-holder may be narrower than perhaps anticipated, particularly in the realm of the labor market. For those who are college-oriented, community colleges represent the major "in" to correspond to the "out" provided by the CHSPE. While the University of California and the state university system accept the CHSPE certificate, the already-existing acceleration and college-integrative programs may attract the bulk of four-year-college-oriented students.

Inside the high school may lie the greatest potential for expression of student choice as a result of the CHSPE-- with the possibility of students' taking the exam in order to stay in high school and enjoy nonrequired courses. If the school district's budgetary disincentive could be removed, schools may become more receptive to the exam's potential for educational change from within.

(2) While the CHSPE certifies a basic grasp of language and math skills, many educators and students I interviewed criticize the CHSPE as less than a true equivalent of a diploma, despite the statistic showing low passing rates. The pioneering exam is written by essentially one individual in the SDE and does not pretend to claim that successful completion of this test constitutes competency. Important questions such as

a. What should a high school diploma signify?
b. What does it mean to be competent?
c. How are competencies to be measured and evaluated?
d. How should education integrate competency objectives into existing curriculum?

have only been raised by the new CHSPE.[1]

In considering possible competency-related changes that might be made in the CHSPE program, I recommend that the program be continued in its present form over the next year to three years, while more information and findings emerge.

Thinking over a longer range, I recommend that consideration be given to making the CHSPE, or a variant of it, a criterion-referenced rather than a norm-referenced exam. A criterion-referenced exam is one whose measures depend upon an absolute standard rather than the relative standard of how one performs relative to others taking the test.[2] The driver's exam is an example of a criterion-referenced test. Such an exam is not designed to screen out any percentage of test-takers for failure. A norm-referenced exam may be an inappropriate response to a search for minimal competency assurance for all high school graduates.

---

[1] Dawn Geronimo-Terkla, in her IPA study of spring 1975, raises these questions in the setting of California policy and legislation. In addition, they are raised by Paul S. Pottinger in "Comments and Guidelines for Research in Competency Identification, Definition and Measurement," Educational Policy Research Center, Syracuse University, June 19, 1975. His is one of a group of papers on competency-based education, edited by Sheila Huff. 1975.

[2] David White, Childhood and Government Project, University of California, Berkeley, interview, April 26, 1976.

Scenario: All persons must pass the new criterion-referenced CHSPE in order to graduate. The exam would be given once a semester. An individual could take the exam as early as grade 9 or 10. Upon passing, his certificate of proficiency would be placed in his file, just as it is now. His choices would then be closely similar or equal to the choices made available by the present CHSPE.

> Could he then leave school at age 14 or 15? Present law requires him to attend school full time until age 16.
>
> If he passes at an early age, would he have to retake it later to show he remembers those skills?
>
> Since the test would be a requirement, the $10 fee could no longer be charged, and the program would have to be financed with general education allocations-- to the tune of how many dollars?

These questions, among an array of others,[3] would have to be dealt with in this scenario. I offer this suggestion merely for consideration and discussion.

---

[3] Including the difficult questions raised on the previous page.

SOURCES

Anton, Kristin, doctoral candidate, Department of Education, University of California, Berkeley. Meeting,* Feb. 17, 1976.

Barthelme, Peter A., Business Manager, South County Community College District, telephone interview, Mar. 15, 1976.

Batz, Irving, Director of Student Personnel Services, Chabot College, interview,* Apr. 29, 1976.

Benson, Charles, Professor, Department of Education, University of California, Berkeley, meeting, Mar. 2, 1976.

Bigelow, Harry, GED administrator, California State Department of Education, telephone interview, Apr. 8, 1976.

Bronzan, Bob, Dean of Students, Livermore High School, interview, Mar. 15, 1976.

Cariveau, Keith, counselor, Granada High School, Livermore, meetings, Apr. and May 1976.

Cupps, Ray, Coordinator of Vocational Education, Alameda County Superintendent of Schools, telephone interview, May 21, 1976.

Dorsey, Patricia, Assistant Dean of Admissions, Mills College, telephone interview, Apr. 21, 1976.

Douglas, Sandy, Office of the Vice President for Educational Relations, University of California, interview, Apr. 21, 1976.

Duncan, Ann H., Trustee of South County Community College District and Director of Personnel for the City of Livermore, interview, May 4, 1976.

Friedman, Lee S., Professor, Graduate School of Public Policy, University of California, Berkeley, meeting, May 25, 1976.

GED, Annual Statistical Report, 1975. American Council on Education.

Geronimo-Terkla, Dawn, "An Alternative to Present California Graduation Requirements," paper for the Graduate School of Public Policy, University of California, Berkeley, June 1976.

Gilroy, John, Consultant, California State Department of Education, interviews and meeting, Mar. through May 1976.

Griggs et al v. Duke Power Company, 401 U.S. 424 (1971).

---

*Meeting: Conceptualization, talking over the issues and methodology.
Interview: Gathering of information and opinions.

Guracke, Mark, Office of the Vice Chancellor for Academic Affairs, California State University, telephone interview, Apr. 22, 1976.

Gurwitz, Aaron, "The California School Finance System," paper, Stanford University, June 19, 1975.

Guthrie, James, Professor, Department of Education, University of California, Berkeley, weekly meetings, Feb. through May, 1976.

Hargadon, Fred, Dean of Admissions, Stanford University, telephone interview, Apr. 21, 1976.

Hayward, Gerald, Consultant, Senate Committee on Education, Sacramento, telephone interviews, Apr. 1976.

Herman, Sadofsky, and Rosenberg, eds., Work, Youth and Unemployment, Crowell, 1968.

Heyns, Barbara, Professor, Department of Sociology, University of California, Berkeley, meetings, Mar. and Apr. 1976.

Hollingshead, A. B., Elmtown's Youth, Wiley, 1949.

Huff, Sheila, "Credentialing by Tests or Degrees: Title VII of the Civil Rights Act and Griggs v. Duke Power Company," Harvard Educational Review, May 1974.

Jellinghausen, John, counselor, Livermore High School, interview, Mar. 15, 1976.

Jenkins, Richard, Director of Pupil Personnel, Livermore Valley Joint Unified School District, meeting, Mar. 16, 1976.

Kirp, David, Professor of Law, Boalt Hall and Professor, Graduate School of Public Policy, University of California, Berkeley. Meeting, May 1976.

Lane, Kenneth, Instructor of Secondary Education, University of California, Berkeley and representative of the California Association of Teachers of English, interviews, Mar. and May 1976.

Lee, Jack, Principal, Granada High School, Livermore, meetings, Apr. and May 1976.

Miller, Jean, Business Office, Alameda County Superintendent of Schools. Supplied financial records, Mar. 16, 1976 and Apr. 9, 1976.

Olson, Karen, Survey Research Center, University of California, Berkeley, meeting, Apr. 12, 1976.

Pottinger, Paul S., "Comments and Guidelines for Research in Competency Identification, Definition and Measurement," Educational Policy Research Center, Syracuse University, June 19, 1975.

Sharon, Amiel T., "The Non-High-School-Graduate Adult in College and his Success as Predicted by the GED," Educational Testing Service (ETS), 1972.

Sherwyn, Fred, Coordinator of Vocational Education, Livermore Valley Joint Unified School District, interview, Mar. 16, 1976.

The Rise Report, California Commission for Reform of Intermediate and Secondary Education, presented to Wilson Riles, California Superintendent of Public Instruction, 1975.

Smith, Michael, Legal Counsel, University of California, Berkeley, interview, Apr. 21, 1976.

Sorensen, Harley, Director of Curriculum Services, Alameda County Superintendent of Schools, interview and meetings, Feb. through May 1976.

Stern, David, Childhood and Government Project, University of California, Berkeley, meetings, Mar. 1976.

Stiles, Richard, Consultant, California State Department of Education, interviews, Mar. 15, 1976 and May 18, 1976.

Stiles, Richard, "The High School Proficiency Exam," paper presented at the Third Annual Conference and Exhibition on Measurement and Evaluation, Los Angeles, Mar. 18, 1976.

Sugarman, Stephen, Professor, Boalt Hall School of Law, University of California, meeting, Apr. 21, 1976.

Superintendent of Schools of Alameda County, *Annual Report of Financial Transactions*, 1975.

Tenenbaum, Bernard, Economist in microeconomic theory, meeting, Apr. 2, 1976.

Trow, Martin, Professor, Graduate School of Public Policy, meetings, Mar. through May 1976.

U.S. v. Georgia Power Company, 474 F.2d 906 (5th Cir. 1973).

Walker, Jerry, GED administrator, American Council on Education, telephone interview, Apr. 8, 1976.

Webber, Ronald, Principal Budget Analyst, Oakland Public Schools, interviews Feb. 9, 1976 and Mar. 2, 1976.

White, David, Childhood and Government Project, University of California, Berkeley, meetings, Apr. and May 1976.

Meyer, Michael, "The California High School Proficiency Exam," paper focusing on its implementation in Berkeley, for the Graduate School of Public Policy, Nov. 1975.

Yale Law School Public Schools Project, under the direction of Professor John Simon, 1976. A series of law students' papers on compulsory school attendance and related issues. Specifically, paper by Steven Berglass surveying state laws relating to compulsory school attendance.